DOCUMENT RESUME

ED 406 745 EA 028 310

TITLE	Hearings on DC School Reform. Hearings before the Subcommittee on Oversight and Investigations of the Committee on Economic and Educational Opportunities. House of Representatives, 104th Congress, First Session (June 8 and 27, 1995).
INSTITUTION	Congress of the U.S., Washington, DC. House Committee on Economic and Educational Opportunities.
REPORT NO	ISBN-0-16-052843-7
PUB DATE	Jun 95
NOTE	266p.; Serial No. 104-52.
AVAILABLE FROM	U.S. Government Printing Office, Superintendent of Documents, Congressional Sales Office, Washington, DC 20402.
PUB TYPE	Legal/Legislative/Regulatory Materials (090)
EDRS PRICE	MF01/PC11 Plus Postage.
DESCRIPTORS	Charter Schools; *Educational Improvement; Educational Innovation; Elementary Secondary Education; Federal Government; Hearings; Partnerships in Education; *Privatization; *School Restructuring; *Urban Education; *Urban Schools
IDENTIFIERS	Congress 104th; *District of Columbia

ABSTRACT

Hearings before the House of Representatives served as a public forum for representatives from the District of Columbia City Council, academia, local schools including the City of Baltimore, Maryland, and the private sector to share their experiences, successes, and concerns about the education of children in urban areas. The chairman of the subcommittee, Peter Hoekstra, Michigan, presided. The speakers described the problems of urban schools and some potential solutions, including the school-within-a-school arrangement, charter schools, public-private partnerships, school vouchers, age-appropriate health and sexuality education in urban schools, "mission" schools, and private management of public schools. The document contains statements, prepared statements, letters, and supplemental materials. (LMI)

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HEARINGS ON DC SCHOOL REFORM

ED 406 745

HEARINGS

BEFORE THE

SUBCOMMITTEE ON OVERSIGHT AND INVESTIGATIONS

OF THE

COMMITTEE ON ECONOMIC AND EDUCATIONAL OPPORTUNITIES
HOUSE OF REPRESENTATIVES

ONE HUNDRED FOURTH CONGRESS

FIRST SESSION

HEARINGS HELD IN WASHINGTON, DC, JUNE 8 AND 27, 1995

Serial No. 104–52

Printed for the use of the Committee on Economic and Educational Opportunities

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Office of Educational Research and Improvement
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20–449 CC WASHINGTON : 1995

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URBAN EDUCATION REFORM AND THE DISTRICT OF COLUMBIA

THURSDAY, JUNE 8, 1995

House of Representatives, Subcommittee on Oversight and Investigations, Committee on Economic and Educational Opportunities, *Washington, DC.*

The subcommittee met, pursuant to call, at 1:10 p.m., Room 2261, Rayburn House Office Building, Hon. Peter Hoekstra, Chairman, presiding.

Members present: Representatives Hoekstra, Goodling [ex officio], Cunningham, Castle, Weldon, Sawyer, and Scott.

Staff present: Kent Talbert; Derrick Max; Vic Klatt; John Straub; Jay Eagen; and Minority staff: Marshall Grigsby; Gail Weiss; and Broderick Johnson.

Chairman Hoekstra. The subcommittee will come to order. Good afternoon.

I would like to take this opportunity to welcome everyone, especially the witnesses, to the hearing, and we also have a couple of members who are sitting with us this afternoon, Eleanor Holmes Norton.

Mr. Gunderson. You are getting off to a great start.

Chairman Hoekstra. I'm getting off to a great start. And you wonder why I'm chairing a subcommittee on oversight on education; I'm one of the people that has failed out of the system—Mr. Gunderson.

So with that wonderful beginning, we can start. But I would like to welcome you here with us for what I'm expecting will be a very good panel and a very good discussion.

We have got a strong array of witnesses this afternoon. I would like to thank each of our witnesses for taking the time to be with us today. Before we begin the testimony, I would like to make a few comments and allow my colleague, Mr. Sawyer, the opportunity to make a statement of his own.

First, I would like to reiterate the objectives of the committee and to just highlight our expectations that as we go through the process today. Today's hearing serves as a public forum for representatives from the District of Columbia City Council, academia, local schools, and the private sector to share their experiences, successes, and concerns about the education of children in urban areas.

In the final analysis, this hearing should give Congress a clearer idea of the problems that face urban education systems and some of the potential solutions to any problems that may exist with urban education. We will hear this afternoon about a school within a school, charter schools, public/private partnerships, and private management of public schools.

As I mentioned at the last hearing, the subcommittee is continuing to talk with school officials, teachers, parents, and community leaders and innovators in education to examine where we are in public education in America and where we should go. It is an ongoing dialogue.

Since the last hearing on May 12, I have had the occasion to travel to Chicago to seek similar information about that school system. Through this continuing learning process I think we are all gaining greater knowledge of urban education and some of the challenges and, perhaps more importantly, some of the successes in these areas.

That being said, I would also like to reinforce that we do not have, contrary again to some things that sometimes are reported—we do not have a plan, a secret solution or a secret plan about what we plan or what we might have in mind for the DC public schools. We are here to learn. We are going to go through a participative process with the people in DC, with Members on the committee, with Members who have a vested interest in what is going on in DC. It is going to be a very participative process.

I would like to now turn it over to Mr. Sawyer for an opening statement.

Mr. SAWYER. Thank you, Mr. Chairman.

I couldn't help but think back a few moments ago to the difficulty Mr. Johnson had yesterday pronouncing "Tom Sawyer."

[Laughter.]

Mr. SAWYER. I have a formal statement that I would like to submit for the record. I have several other items that have been prepared by my staff on our side, and I would like to, with unanimous consent, submit those for the record as well and limit my comments today simply to saying that I appreciate your clear disclaimers, and I think they are important.

I can't say that I don't continue to feel deep and serious discomfort, not to say distress, at the thought of the authorizing Committee on Economic and Educational Opportunities providing even the kind of direction that we have seen reported in some places to a local school district. I know that even in offering the kind of hoped for examples that Goals 2000 represented last year, the perception that somehow those might be imposed directly or indirectly on school districts gave an awful lot of people a great deal of discomfort last year.

I don't believe that that was the intent last year nor this year, and I take on face value your arguments that that is not the goal here, but we should all be aware that this same kind of discomfort, that I know many on the other side felt last year, others feel even more directly in confronting the same perceptions even more directly in these hearings.

I do agree that there is much that we can learn. Also, I think it is important to caution that the DC governance structure and school system is unique in this country and faces some highly specialized problems from which we can both learn but also may not lend themselves to generalization across the country and in fact solutions that may be applicable across the country may not work well here.

With that having been said, Mr. Chairman, I appreciate your taking the time and particularly your latitude in allowing our colleague, Congresswoman Eleanor Holmes Norton, to join us today. Her participation and the work of Mr. Gunderson and his task force are important.

Thank you.

[The prepared statement of Mr. Sawyer follows:]

STATEMENT OF HON. THOMAS C. SAWYER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OHIO

Good afternoon and thank you, Mr. Chairman.

To begin today's hearing, Mr. Chairman, I would like to reiterate my concerns about this series of hearings. I don't believe that a review of the DC public school system falls within our committee's jurisdiction. I am also concerned about the direction of these hearings. The citizens of the District of Columbia, like other United States citizens, have the principal right to address and resolve the problems in their local school district.

At the very least, any hearings on the city's school system should be held in the Committee on Government Reform and Oversight, which has oversight responsibility over the District's government.

Residents of the District of Columbia, many of whom are here today, understand that the DC school system needs to be reformed. However, it is not the proper role of congressional authorizing committees to impose new programs on any school local educational agency nor to tell the school system how the schools should be managed.

It has been suggested that the District of Columbia public school system should serve as a laboratory for new educational programs. I am troubled by the idea of experimenting on students. The Task Force on the DC Schools is advocating untested or unproven privatization techniques to "rescue" the DC schools. We need to ensure that children in the District of Columbia, and all children, have access to the tools and resources that will help them gain the knowledge and skills needed for productive participation in the workforce. While small scale experimentation is necessary to test out new reform proposals, I worry about wide-scale experimentation on an entire population of children.

Finally, as school districts nationwide struggle to cope with cuts in Federal support for education, it seems contradictory to propose Federal solutions to "save" local public schools.

I hope that we will continue to recognize the rights of the people of the District of Columbia and encourage them to explore ways to improve their public schools. I will continue to believe, however, that this set of hearings improperly crosses the jurisdictional boundaries.

Thank you, Mr. Chairman. I look forward to an informative debate.

Chairman HOEKSTRA. Would either Mr. Gunderson or Ms. Norton, would you like to——

Mrs. NORTON. Thank you very much, Mr. Chairman. I appreciate the remarks of my colleague, Mr. Sawyer, as well and want to assure him that I feel able to join the panel today because it has moved substantially in the direction of a participatory partnership, and I appreciate it, and I appreciate Chairman Hoekstra's invitation to join the subcommittee hearing today. I feel entirely comfortable doing so because of the generous outreach and approach of Chairman Goodling and Chairman Hoekstra and because of the many meetings that Representative Steve Gunderson of the Speaker's DC Task Force has begun to have with an admirable variety of officials and DC residents, of DC officials and residents.

May I also thank ranking Member Tom Sawyer for his attention to the self-governing concerns of District residents and for his commitment to bipartisanship in working with Chairman Hoekstra and Mr. Gunderson.

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In addition, just yesterday I met with Speaker Gingrich at his invitation and was gratified by the similar approach he is developing to involve District residents and officials in efforts to assist the District. There is uniform agreement among all concerned that a high priority must be placed on substantial changes and improvements in the education of children in the District.

Since the subcommittee began its work on education in the District I have been meeting with Board of Education members, the superintendent, and citizen education groups all in the same room. It is very seldom that these parties to education in the District meet in the same room to work together. These are the people in the city who spend most of their time on education, and they have often been in public disagreement, yet there is remarkable agreement among them about what counts most. They have the same vision. They all embrace Superintendent Franklin Smith's Best program as the appropriate vision. They all agree that the District has many good ideas but that the major problem has been in implementation. Most important, when everyone has been in the same room, in these meetings, hammering out details together, something has gotten accomplished.

I have found the experience of being in the same room with all concerned instructive to me personally. Whatever the subcommittee finds, it seems clear that the question for us and for the public schools is not only what but how—what can Congress contribute that would be most helpful to the children and to the DC public schools, and how can we be assured that it will be accomplished in a satisfactory manner?

I welcome the approaches the subcommittee has adopted in fact finding here and substantial outreach into the city itself. Working together, I believe that we can accomplish something that will be uniquely beneficial to the children, to the public schools, and inevitably therefore to the city itself.

Again, I thank you, Mr. Chairman, for your courtesies.

Chairman HOEKSTRA. Thank you.

I would like to invite the first panel forward. As they are moving forward, I'll introduce the panel. The first member of the panel is Kathleen Patterson. Kathleen is a District of Columbia City Council member from Ward 3.

Rather than going through each of your biographies, I'll just give the short synopsis of what you are all currently doing because you all have wonderful experiences and background that I'm sure you will share with us.

The second member of the panel is Mr. William Lightfoot, a District of Columbia at-large Council member. Ted Kolderie, senior associate at the Center for Policy Studies. Arona McNeill-Vann, principal of the nongraded school at Truesdell Elementary School. Gertrude Williams, who is the principal of the Barclay Elementary School in Baltimore. And Dr. Ramona Edelin, president and chief executive officer of the National Urban Coalition.

So thank you all very much for being here this afternoon. I think you have all been asked to summarize your testimony and try to stay within a five to seven-minute time frame. If you have any trouble telling time, we have these little lights up in front of you. It is one of the great innovations and high-tech items we have in

Washington. It starts in green. When it goes to yellow you have about a minute left and then it goes to red. Mr. Sawyer will indicate, I have a weak gavel. Sometimes that works great and other times I'm sure. Sometimes it leads to some frustration.

We are here to learn, so we are pretty flexible with the panel here today. Like I said, we are looking forward to what you have to say.

Ms. Patterson.

STATEMENT OF KATHLEEN PATTERSON, WARD 1 REPRESENTATIVE, DISTRICT OF COLUMBIA CITY COUNCIL

Ms. PATTERSON. Thank you, Mr. Chairman.

You are fortunate to have me to be the lead-off because I do tend to be fairly brief and I'll try to set a good example. Thank you for the opportunity to appear before the Committee on Economic and Educational Opportunities Subcommittee on Oversight and Investigations.

As indicated, I am Kathy Patterson. Since January 2 I have been a member of the District of Columbia Council representing Ward 3 in Northwest Washington. While I would like to focus in particular on the charter school legislation Mr. Lightfoot and I introduced, I would also like to give you some sense of how I came to seek a position on the Council as well as address a general concern with the nature of the hearings on District policies that appear to be proliferating on Capitol Hill.

The single critical issue that put me on a path that led to the City Council was the furlough of DC public school teachers several years ago. My children attend DC public schools. That particular decision to furlough teachers was a wake-up call to many parents. We formed an advocacy group and began meeting with members of the school board and the Council and testifying on behalf of adequate funding for schools. I quickly reached the conclusion that funding for the schools would never be secure until the city's finances themselves were on a more secure footing.

My concern with the financial security of my school, my kids, and my community is what prompted me to seek public office. As a member now of the Council, I serve on the Education and Public Libraries Committee, and strengthening the schools is one of my top priorities. The charter school legislation, however, is just one part of an agenda that I and colleagues are developing to try to assure that each child in the District of Columbia has access to a good education with good teachers and an environment in which education can actually happen.

Two other initiatives include a stronger teacher evaluation process and looking at the issue of school governance so as to try to strengthen the accountability among all the parties involved, the Board of Education, the City Council, the Mayor's Office.

Turning now to the charter school legislation, the bill we introduced is patterned after charter school legislation in Minnesota, Arizona, and other States. The two chartering authorities would be the Board of Education and a new Commission for Charter Schools which will be jointly named by the mayor and the superintendent of schools with the approval of the Council. The dual chartering authority reemphasizes the role of the Board of Education in education policy while not limiting charter authority to the existing structure.

Existing public schools, existing nonpublic schools, with the exception of religious schools and new schools, will all be eligible for charters. Each charter would spell out in some detail the school's mission, goals, and objectives, the student performance and curriculum standards, how the school will be governed and operated, including employee qualifications and rules on student behavior.

The terms of the charter essentially replace the rules and regulations that exist for other DC public schools. Each charter school would be governed by the board of trustees that is required to include an individual or an organization with expertise in education. Admission to the charter school would be open to all students in the District, with enrollment preference given to students who reside in a school's boundaries.

The cost per student that would be available to each charter school would be calculated by breaking out the cost per students at each level—elementary, middle, secondary, special school level—and would be based on locally appropriated operating and capital funds.

The charter school's eligibility for Federal funds, including funds under Title I and under the Individuals With Disabilities Education Act, would be determined by the enrollment of the school; that is to say, the Federal dollars would follow the child. If a charter school served special needs children, Federal support would be made available as appropriate.

Let me say something about the thrust of the legislation. It is fully consistent with the spirit and the intent of both local reform efforts—Mrs. Norton referred to the Superintendent's BESST program—and to the Federal Goals 2000 legislation.

I would also like to share with you something about my own support for charter schools. I did not come to support charter schools in the District of Columbia quickly or easily. Like many other public school advocates, I'm suspicious of any change that could undercut support, financial or otherwise, for public schools. Strengthening the public schools—more to the point, providing a better education for more children—is the goal. When you view charter schools in that light, some of the other concerns recede into the background.

The single most important question to ask in terms of education policy and proposed change in policy is this: How will it benefit the individual child in the individual classroom? There is energy and creativity out in our community waiting to be tapped all across this city—parents, teachers, principals—energy that individuals want to put toward creating a quality learning environment for children. It would be my goal, in introducing the legislation and pressing for its enactment, to see an additional number of innovative schools in the District of Columbia, schools that give parents greater choice in learning experiences for their children and also permit those with enthusiasm and a vision to carry forward their good ideas about education.

At a press conference announcing the legislation last week, we included a couple of examples of such schools. One would be a multilingual, multicultural school that could reflect and build on the multicultural nature of the city. The other prospective school described would be a school designed for boys and girls leaving juvenile correctional facilities.

I would emphasize, there are many good schools within the existing system. Anything that offers the possibility of increasing the number of good schools merits support.

Mr. Chairman, a final point I would like to make is this. A great deal of energy has developed around the issue of educational reform in the District of Columbia over the last few months. The charter legislation is one example of that local energy.

There is also the Federal City Council's DC Agenda Project, a forward thinking forward looking policy assessment if with a strong education component. The District's Goals 2000 process led by Dr. Edelin is underway with participation from serious thinkers and, more to the point, serious actors, people who will play a role in making our schools stronger, and there are voices on the Board of Education itself as well as on the Council in addition to my colleague here today and myself who are committed to stronger schools and acting to see that that happens.

I say all of this, Mr. Chairman and Members of the subcommittee and other guests, for your benefit and for the benefit of others on both sides of Capitol Hill. While the Congress will of course review education legislation that the DC Council enacts, it is my fervent hope and my strong recommendation that the Congress itself does not initiate any such legislation on the appropriations bill or any other vehicles. I want to thank you.

Now I do want to say I do echo some of the statements made in written testimony from my colleague, John Ray, a couple of weeks ago in terms of indicating some of the things that Congress could consider on behalf of the city.

Thank you, Mr. Chairman. I'm open for any questions.

[The prepared statement of Ms. Patterson follows:]

STATEMENT OF HON. KATHLEEN PATTERSON, COUNCIL MEMBER, WARD 3, COUNCIL OF THE DISTRICT OF COLUMBIA

Thank you for the opportunity to appear before the Committee on Economic and Educational Opportunities Subcommittee on Oversight and Investigations.

I am Kathy Patterson, and since January 21 have been a member of the District of Columbia Council, representing Ward 3 in northwest Washington. While I would like to focus in particular on the charter school legislation Council member Bill Lightfoot and I introduced this week, I would also like to give you some sense of how I came to seek a position on the Council, as well as express a general concern with the nature of the hearings on District policies that appear to be proliferating on Capitol Hill.

I am a journalist by background, having worked six years as a Washington correspondent for the Kansas City Star, with a heavy emphasis on covering the U.S. Congress and, in particular, its tax and budget committees. For the nine years prior to seeking office, I worked at the American Public Welfare Association, the last six years as the director of communications.

The single critical issue that put me on a path that led to the City Council was the furlough of DC Public School teachers three years ago. My children, now 11 and 8, attend Ben Murch Elementary School. That particular decision to furlough teachers was a wake up call to me and a lot of other parents. It represented public policy essentially picking the pockets of teachers and taking 5 percent of their pay—on top of not having approved a pay raise for several years. Some of us formed a parents advocacy group and began meeting with members of the school board and city council, and testifying before the Council for adequate funding for the schools and, in particular, for the teachers.

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I quickly reached the conclusion that funding for DC Schools would never be secure until the city's finances themselves were on a more certain footing. And everything I could read, up to and including the early GAO reports on DC finances, led me to conclude that the city was facing financial disaster. My concerns with the financial security of my school, my kids, and my community prompted me to run for public office last year.

As a member, now, of the DC Council, I serve on the Education and Public Libraries Committee. Strengthening the schools is one of my top priorities. The charter schools legislation, however, is just one part of an agenda that I, and colleagues, are developing to try to assure that each child in the District of Columbia has access to a good education, with good teachers and an environment in which education can actually happen. Two of the other initiatives include:

(1) A stronger teacher evaluation process. The Council approved a measure in April to remove employee evaluations from the collective bargaining process for teachers. That provision is part of an omnibus budget bill and if that legislation is rejected by Congress, I will reintroduce the measure as a stand-alone bill.

For several years now a situation has existed in which school administrators have claimed that reluctance on the part of the teachers union to negotiate a new evaluation process has hampered their ability to hold teachers strictly accountable. Removing the issue from the bargaining process clarifies just who is accountable: the superintendent is accountable for the evaluation of teachers and will be held to that standard. My colleagues and I will be following up to assure that a new process is put in place and—even more critical—used to rate teachers appropriately in order to "write up and rate out" those who are not performing. A better process will be good news for good teachers. It will be opposed by that smaller group that is not performing. It is a step taken on behalf of the children who all deserve good, competent teachers.

(2) School governance. My colleagues, Council members Lightfoot and Ray, have each introduced legislation to change the way in which the school system is governed by weakening or eliminating the Board of Education. While I do not propose to go that far, we will be holding a hearing shortly to talk about whether new oversight relationships among the Board, the Council, and the Mayor's office offers the possibility of strengthening schools through better accountability.

Charter Legislation

Turning now to the charter school legislation: the bill we introduced is patterned after school legislation in Minnesota, Arizona, and other states. The two chartering authorities will be the Board of Education and a new Commission for Charter Schools which will be appointed jointly by the Mayor and Superintendent of schools with the approval of the Council. The dual chartering authority reemphasizes the role of the Board of Education in education policy while not limiting charter authority to the existing educational establishment.

Existing public schools, existing non-public schools (with the exception of religious schools) and new schools will be eligible for charters. Each charter will spell out in some detail the school's mission, goals and objectives; the student performance and curriculum standards; how the school will be governed and operated including employee qualifications and rules on student behavior. The terms of the charter essentially replace the rules and regulations that apply for other DC Public Schools.

Each charter school will be governed by a board of trustees that is required to include an individual or organization with expertise in education. Admission to the charter school will be open to all students in the District, with enrollment preference given to students who reside in the school's boundaries.

The cost per student that will be available to each charter school will be calculated be breaking out the costs for students at the elementary, middle, secondary, and special school levels, and will be based on locally-appropriated operating and capital funds. A school's eligibility for Federal funds, including funds under Title I of the Elementary and Secondary Education Act and the Individuals with Disabilities Education Act, will be determined by the enrollment at the school. That is to say, the Federal dollars follow the child: if a charter school serves special needs children Federal support would be made available as appropriate.

The provisions of the legislation as introduced are fully consistent with the spirit and the intent of both local reform efforts and the Federal Goals 2000 legislation.

Let me say something about my own support for charter schools. I did not come to support charter schools in the District of Columbia quickly or easily. Like many other public school advocates, I am suspicious of any change that could undercut support—financial and otherwise—for public schools. Strengthening the public schools—and, more to the point, providing a better education for more children—

is my goal. When you view charter schools in that light, it is my belief that other concerns recede into the background.

The single most important question to ask in terms of education policy, and proposed change in policy, is this: how will it benefit the individual child in the individual classroom? There is energy and creativity waiting to be tapped in our community—among parents, teachers, principals, and other concerned citizens. Energy that individuals want to put toward creating a quality learning environment for children. By permitting individuals to form charter schools we can tap that energy. My overarching goal in introducing the bill and pressing for its passage is to see a dozen or more new, small, innovative schools created in the District of Columbia. Schools that afford parents greater choice in learning experiences for their children, and also permit those with enthusiasm and a vision to carry forward their good ideas for education. I imagine that there will be more new charter schools than newly chartered existing public schools. I imagine they will tend to be small rather than large. That has been the experience elsewhere.

At press conference announcing the legislation last week, we included two examples of such schools. One would be a multi-lingual, multicultural school to reflect and build on the multicultural nature of this city itself. The other prospective charter school described would be a school designed for boys and girls leaving juvenile correctional facilities. Some within the university community have expressed an interest in charter schools. There may be some schools within the existing public school system that will seek to become charter schools for the additional freedom and opportunity for innovation that would be available.

I would not support this approach if I believed it could weaken public schools. I will use my office to oppose any approach that would weaken the DC Public Schools. While I would also support permitting a private organization to operate some DC Public Schools and hope that that process moves forward, the charter school legislation is NOT a form of privatization. The charter schools are DC public schools.

There are many good schools within the existing public system. Anything that offers the possibility of increasing the number of good schools—and charter legislation offers that opportunity—merits support.

An additional benefit that should not be overlooked is what charter school legislation offers teachers. While this legislation offers a great deal to children and parents, it also affords great opportunity to teachers who wish to use their own experience and commitment to create and manage a school.

Conclusion

Mr. Chairman, one final point I would like to make is this: a great deal of energy has developed around the issue of education reform in the District of Columbia over the last 18 months. The charter legislation is one example of that local energy. There is also the Federal City Council's DC Agenda Project—a forward-looking and forward-thinking policy assessment with a very strong education reform component. The District's Goals 2000 process is underway with participation from serious thinkers and, more to the point, serious actors. Individuals who will play a role in making our schools stronger. And there are voices on the Board of Education itself as well as on the Council, in addition to my colleagues and myself, who are committed to stronger schools and to taking the steps necessary to make that happen.

I say all of this, Mr. Chairman and Members of the subcommittee, for your benefit and for the benefit of others on both sides of Capitol Hill. While the Congress will, of course, review education legislation that the DC Council enacts, it is my very fervent hope and strong recommendation that the Congress itself does not initiate any such legislation, on the appropriations bill or any other vehicle.

Thank you. I would be happy to answer any questions.

Chairman HOEKSTRA. Thank you.

Mr. Lightfoot.

STATEMENT OF WILLIAM LIGHTFOOT, AT-LARGE REPRESENTATIVE, DISTRICT OF COLUMBIA CITY COUNCIL

Mr. LIGHTFOOT. Thank you, Mr. Chairman, Members of the committee, and my own congressional delegate, whom I've voted for each time she has run. I'm very glad to see her in the room.

I'm pleased today to appear before the Subcommittee on Oversight and Investigations to discuss urban education reform and the District of Columbia schools, and I thank you for inviting me to participate in this hearing.

I have a rather lengthy statement. I am not going to read it. I'm certainly going to summarize it.

Educational choice and change are inseparable and must be encouraged and fostered rather than impeded and resisted. Recently Mrs. Patterson and myself introduced, in the District of Columbia Council, legislation at a request made by Superintendent of Schools Franklin L. Smith to take the teacher and principal evaluation method and instrument out of the collective bargaining process. We did so because we agree with Superintendent Smith that we must begin to hold our professional educators accountable. Continued employment must be directly tied to student achievement.

In introducing, along with Council Member Patterson, legislation authorizing the creation of independent charter schools in the District of Columbia, we are challenging and, in a sense, we are throwing down the gauntlet to the education establishment—that is, the Board of Education, the school system central administration and entrenched bureaucracy, employee organizations or their leadership—to play a responsible and constructive role in transferring a poorly performing public school system into a first-rate world-class system of public schools in the Nation's capital.

I have long advocated that local schools be community hubs. By this I mean that local school facilities, as originally intended, should offer from early morning to late evening seven days a week, 365 days a year, a variety of intergenerational opportunities and services, be they recreational or extracurricular activities, high-tech library and information exposure and experiences, mental health and counseling services, to tutoring services and monitoring opportunities, or daycare programs.

As long as the system continues to control local schools and agency turf disputes, rather than foster a larger sense of community responsibility and collaboration of youth services in the District, our public education system and youth service delivery capability will lack proper coordination and thus will remain inadequate. But, I dare say that when charter school authority begins to transfer control from bureaucracies to parents principals, teachers, and a local school's community, many of the present obstacles to expanded use of school facilities will dissipate because at long last schools will again belong to the communities that they serve.

The potential for charter schools in the District of Columbia goes hand in hand, I believe, with the reform agenda that has been advanced, albeit not always successfully, by Superintendent of Schools Franklin L. Smith. Superintendent Smith is about returning control of schools—that is, operating and staff authority, financial resources and accountability—from the central office to the local school level. I support his efforts to expand local school site-based management and the limited autonomy he has given to enterprise schools and school within school charter schools.

I have been asked by some District of Columbia residents, why introduce legislation that would authorize charter schools now? What compelling reason causes me and Council Member Patterson to put forward a bill that is certain to cause controversy? Let me briefly cite a couple of reasons.

Overall student achievement by any standard or measurement, but particularly on standardized tests, is unacceptable in the District of Columbia, and it is not improving. At the same time, no one is taking responsibility for the failure to adequately educate our youth and no one is being held accountable. Principals complain that they have little or no choice when it comes to the quality of the teaching force assigned to their schools. Principals are hired centrally by a process that is often influenced by politics and personal acquaintances. If schools fail children, no one loses his or her job, the adult educators go on with life largely unaffected by the plight of youth in the public school classrooms; 99.8 percent of our teachers receive annual performance ratings of satisfactory or better, yet the majority of students are not achieving satisfactorily. Chartered schools would give greater control over the hiring and dismissal and transfer of principals and teachers than now occurs.

As pointed out by the Rand report in their study of chartered schools, unlike the present situation, if a chartered school does not meet the goals and standards for achievement set forth in this charter, the charter can be revoked. The bottom line is this. Responsibility for running a chartered school is clearly vested in its board of trustees, and continuance of a charter depends on whether it is accomplishing the purposes for which it was established. Therein lies accountability, which is sorely missing in the District of Columbia public education system at this time.

One of the impediments in many localities to establishing charter schools, even in the 13 States where charter school legislation exists, is the lack of school facilities or potential site for charter schools. That is not a problem in the District of Columbia. We have many underutilized schools, some of which are vacant.

Some District of Columbia residents worry about the proposal ideas that are now being put forth here in Congress. I would hope that Congress and local leaders—and I pledge to work with you—can forge an alliance based on what we together can do for the District of Columbia, our local community, our youth, because this is, after all, the Nation's Capitol.

In this vein, I would ask the Members of this subcommittee and other Members of Congress to encourage and perhaps provide incentives to major institutions funded by the Federal Government to consider chartering schools to share the wealth of their expertise and even resources with the parents and youth who live in the Nation's capital. It would be wonderful. The Smithsonian Institution would start to run and sponsor a chartered school.

In sum, I believe that public schools in the District of Columbia have to become a model for the rest of the country. We have the intellect, we have the resources, we have the people. If this is the overriding intent of Congress, I for one am willing to work very closely with you. For the sake of our kids, we have no other choice.

Thank you.

[The prepared statement of Mr. Lightfoot follows:]

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SUBCOMMITTEE ON OVERSIGHT AND INVESTIGATIONS
OF THE
ECONOMIC AND EDUCATIONAL OPPORTUNITIES COMMITTEE
UNITED STATES HOUSE OF REPRESENTATIVES

Hearing on
"Urban Education Reform and the District of Columbia Schools"

June 8, 1995 -- 1:00 p.m.
Room 2261 -- Rayburn House Office Building

Statement of William P. Lightfoot
Councilmember At-Large, District of Columbia

Chairman Hoekstra and Other Members of the Subcommittee on Oversight and Investigations:

I am pleased to appear before the Subcommittee on Oversight and Investigations to discuss "urban education reform and the District of Columbia Schools", and I thank you for inviting me to participate in this hearing.

Let me begin by observing that in the District of Columbia, as well as in many urban areas in the country, it is often said that education is our top priority and that children come first. Efforts to make our rhetoric a reality, however, have not generally been successful. It is easy enough to agree on many of the reasons public education is ailing in most of the major cities in the United States, but far less easy to agree on solutions, on plans of action to improve and reform public education. And, even where agreement on a reform agenda has been reached, the process of actually implementing change, of actually achieving reform, has often proven to be difficult, if not impossible.

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It is no secret that I have come to conclude that the current structure of public education, as well as the prevailing bureaucratic attitudes and mentality that are often characterized as "the system", are failing too many children and youth in the District of Columbia. For far too long we have placed a premium on adult employment and the rights of adults, to the detriment of the educational needs of our youth. The future of our community is at stake--especially the critical need to perserve a stable middle class tax base. I do not see how the District can prosper and become vibrant again if educational opportunities for our existing school-age population are not improved immediately and measurably.

As a practicing attorney, I would contend that there is ample evidence supporting the proposition that change, choice, and competition must begin to characterize public education in the District of Columbia. As it is, many parents of school-aged children are exercising choice with their feet, leaving the District of Columbia for Prince George's and Montgomery counties, or going to Arlington and Alexandria, suburban locales where it is perceived that public schools are better, or at least more secure and safer, than in the District. Parents who are committed to remaining in the District, those who can afford to, are also exercising choice by placing their children in private schools.

As a parent whose children are in private schools, I feel lucky that my education, my career, and my professional success have enabled me to earn an income at a level allowing me to choose where and how my children will be educated. I cannot emphasize enough, however, how unfair the present public education "system" is to the economically disadvantaged. I say this because in many instances a neighborhood public school is the one and only place where parents can send their children to be educated, even if the neighborhood school is not, or cannot, meet

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the individual needs of many students, especially those who are at-risk. This is sheer discrimination against low-income and minority parents and their offspring, the vast majority of whom in the District of Columbia are African-American. It should come as no surprise, then, that many parents are crying out for choice--for the opportunity to exercise choice--because they no longer believe the "system" is capable of changing on its own--or will ever change unless forced to by competition, or by the prospect of extinction.

Educational choice and change are inseparable, and must be encouraged and fostered, rather than impeded and resisted. Recently, I led the Council of the District of Columbia in legislating a request made by the Superintendent of Schools, Franklin L. Smith, to take the teacher and principal evaluation method and instrument out of the collective bargaining process. I did so because I agree with Superintendent Smith that we must begin to hold our professional educators accountable, because continued employment must be directly tied to student achievement.

In introducing--along with Councilmember Kathleen Patterson--legislation authorizing the creation of independent charter schools in the District of Columbia, I am challenging--and, in a sense, I am throwing down the gauntlet to the education establishment--i.e., the Board of Education, the school system's central administration and entrenched bureaucracy, employee organizations (or their leadership)--to play responsible and constructive roles in transforming a poorly performing public school system into a first-rate, world class system of public schools in the Nation's Capital.

My personal philosophy is that education should be about exposure, enlightenment, learning new and different things, about innovation, creativity, diversity, and taking risks. Yet it is a sad,

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but unfortunate truth that the education establishment and many professional educators are mired in a "business as usual" netherworld, are threatened by and fiercely resist change, are incapable or unwilling to try to do things differently, are seemingly oblivious to the individual benefits and satisfaction of lifelong learning.

Our society and the world are evolving rapidly. People in the 21st Century will have to be increasingly adaptive if they are to succeed, maybe even survive, and to do so they must possess the willingness and the ability to learn anew and quickly. Public education in the District and throughout urban American must shift from its Industrial Age roots to an Information Age focus. The time has come for adults in leadership positions, elected and appointed, to show courage and demonstrate a genuine commitment to children and the future by prompting, or forcing if need be, necessary and perhaps radical change. Publicly supported schools must become competitive and justify their existence by graduating young people who possess the knowledge and basic skills to go to college, enter the world of work, or pursue their own life's choices. It is not enough for public schools to simply exist and enroll students.

I have long advocated that local schools should be community hubs. By this, I mean that local school facilities--as originally intended--should offer from early morning to late evening, seven days a week, 365 days a year, a variety of intergenerational opportunities and services, be they recreation and extracuricular activities, high-tech library and information exposure and experiences, mental health and counseling services, tutoring and mentoring opportunities, or day care programs. As long as "the system" continues to control local schools, however, and agency turf disputes--rather than a larger sense of community responsibility and collaboration--characterizes youth services delivery in the District, our public education system and youth

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service delivery capability will lack proper coordination and thus will remain inadequate. But I dare say that when charter school authority begins to transfer control from bureaucracies to parents, principals, teachers, and a local school's community, many of the present obstacles to expanded use of school facilities will dissipate because, at long last, schools will again belong to the communities they serve.

I have been asked: Could independent charter schools leave in the District of Columbia the remaining shards of a public school system, a second class system, where the least affluent and most needy are stuck in schools no different that many that exist now, maybe schools that are worse, from which the most talented of personnel and vital financial resources have been drained in order to support community-controlled public schools? This is a very fair and important question, though in response I ask: What is the alternative? Do we continue along the present path of equalizing mediocrity, of talking a lot about the school system's educational shortcomings but at best tinkering at its edges, of failing yet another generation of youth, or allowing the increasing divide between have and have not to grow--perhaps to a breaking point?

The potential of charter schools in the District of Columbia goes hand-in-hand, I believe, with the reform agenda that has been advanced, albeit not always successfully, by the Superintendent of Schools, Franklin L. Smith. Superintendent Smith is about returning control of schools--i.e., operating and staffing authority, financial resources, and accountability--from the central office to the local school level. I support his efforts to expand local school site-based management and the limited autonomy he has given to enterprise schools and school-within-school charter schools; I believe that the Superintendent was right when he first proposed contracting out the management of a limited number of schools, and I hope that he will advance

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this proposal again sometime soon.

Charter schools would give even more autonomy to local schools than has heretofore been proposed and would provide a choice for parents who do not have the economic wherewithal to seek alternatives to the public schools, especially parents who themselves are graduates of the public schools and want better for their children. But charter schools also represent two other types of opportunity: (1) the opportunity to liberate principals and school officials, who are now shackled and impeded by central office and bureaucratic constraints, to allow them to be far more flexible and autonomous, and thus to shift the preponderance of their time and attention to managing schools, developing new programs and improving those that exist, and forging public-private partnerships; and (2) the opportunity to let dedicated teachers pursue first and foremost their avocation—educating students, rather than wrestling with mountains of paperwork and bureaucratic directives.

Charter schools are also a way of fostering parental and community involvement, of bringing a community together with a common sense of purpose, all of which are badly needed in many parts of the District of Columbia. If, for example, a particular segment of the community wants a school emphasizing an African-Centered approach, it can design its own curriculum and petition for a charter. If enough parents want a school with a bilingual or multilingual emphasis, or a school that specializes in the instruction of foreign languages, parents can seize the initiative, design their own school, and seek to be chartered, rather than wait on, or plead with, the Board of Education and the school system to be responsive to the parents' and the community's desires.

Charter schools, because they invite creativity and innovation, could also be a vehicle that

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will unalterably link the federal enclave and the local city that now co-exist, often as if in separate worlds, here in the Nation's Capital. Not so long ago, the concept of creating the New American school was in vogue. I can envision, particularly with the backing of Congress, the Smithsonian Institution chartering a school specializing in natural sciences, or the Library of Congress chartering a school focusing on emerging information systems and how to use them. I intend to challenge each member of the metropolitan Consortium of Universities and Colleges to charter a school or to collaborate in establishing one or more residential schools or state-of-the-art learning centers for handicapped and disabled students.

Not coincidentally, the authority to establish charter schools, if enacted in the District of Columbia, may also address directly, and positively, the larger issue of school governance. There seems to be an emerging consensus in the District that the present structure of school governance is not working and is, in fact, outmoded. As was concluded in "Reinventing Central Office: A Primer for Successful Schools," a report issued recently by the Cross City Campaign for Urban Schools Reform, I have come to firmly believe that: "For schools to be accountable for results, schools and their communities need authority. They need to be able to decide what and how they will teach to meet high district standards, who will be hired, and how they will spend their funds and use their buildings." This is precisely what independently run charter schools can do.

Perhaps a more compelling question, however, is why anyone who professes to be about educating, who sincerely cares about the health, welfare, and well-being of youth, would stand in the way of reform and improvement that, it is commonly agreed, must occur? If nothing changes, if the status quo persists, who are the true losers? The answer is obvious: our children.

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our forum.

I have been asked by some District of Columbia residents: Why introduce legislation that would authorize charter schools now? What compelling reasons caused me, and Councilmember Patterson, to put forward a bill that is certain to cause controversy? Let me briefly cite four reasons:

(1) Overall student achievement, by any standard of measurement--but particularly on standardized tests--is unacceptable in the District of Columbia and it is not improving. At the same time, no one is taking responsibility for the failure to adequately educate our youth; and no one is being held accountable. Principals complain that they have little or no choice when it comes to the quality of the teaching force assigned to their schools. Principals are hired centrally, via a process that is often influenced by politics and personal acquaintences. If schools fail children, no one loses her or his job; the adult educators go on with life largely unaffected by the plight of youth in public school classrooms. 99.8% of our teachers receive annual performance ratings of satisfactory or better, yet the majority of students are not achieving satisfactorily.

The competency-based curriculum used throughout the D.C. Public Schools is outdated and it emphasizes far too heavily rote learning. The bureaucracy is unwieldly and inflexible; all too often it is an enormous and time consuming undertaking to get necessary books, supplies, and equipment to local schools. Even the existing school-within-school charter option, though a good first step, does not allow for enough autonomy and flexibility at the local school level, because it does not ultimately vest responsibility and accountability at the local school level. "The system" remains in control.

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By contrast, as pointed out by the RAND Report, What Are Charter Schools: An Introduction to the Concept and the Statutes, when a community-based group or any other sponsor charters a school, the charter becomes a contract between the Board of Trustees of a charter school and the D.C. Public Schools. The charter specifies standards for student achievement that must be achieved, allows the Board of Trustees to design and implement its own curriculum, and select its principal, teaching faculty, and other staff in return for public funds. Unlike the present situation, however, if a charter school does not meets the goals and standards for achievement set forth in its charter, the charter can be revoked. The bottom line is this: responsibility for running a charter school is clearly vested in its Board of Trustees, and the continuance of a charter school depends on whether it is accomplishing the purposes for which it was established. Therein lies accountability.

(2) Different people learn in different ways, and the autonomy and flexibility inherent in charter schools allow for alternative educational approaches and emphases. At present, the student population in the District of Columbia Public Schools, regardless of what is the accurate total enrollment, is becoming more and more diversified. African-American students make up 86.0% of the total student population, Hispanic students comprise 8.2%, Caucasian students make up 4.2%, Asian or Pacific Islander students total 1.5%, and American Indian and Native Alaskan students are less than 1%. The student population is almost evenly split between boys and girls (40,257 of the former, 40,193 of the latter). The cultures and nationalities represented by public school students, as well as different first languages spoken, number in the hundreds and are growing.

While there is no one best way to educate students of similar or widely varying

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backgrounds, depending on a student's experiences and learning style--be it visual, audio, sensory, some educational approaches are better than others. The educational approach should fit an individual student's needs, and it should be adaptable. A child should not be expected to fit a standard or time-honored educational approach, such as that still too commonly employed throughout the school system--i.e., teachers lecturing from the front of a classroom and students expected to absorb, as if sponges aligned in columns and rows, rather than participate, or be challenged to think and create, by an interactive learning approach.

If a community wants a smaller school, or a school with a special emphasis--say, on music, history, languages, high-technology, or a school that is a community hub and offers a wide range of youth services and activities before and after traditional school hours, the community's desires should be met and can be met via charter schools.

(3) At present in the District, as in most other states, a GOALS 2000 State Panel has been convened to develop a State Education Improvement Plan. The GOALS 2000: EDUCATE AMERICA ACT promotes "bottom up" school reform initiatives, specifically "public 'charter schools' and other mechanisms for creating choice among public schools". I believe charter schools should be included as a viable option in the District's five-year state education reform plan, which the legislation I have co-introduced obviously encourages, and I am hoping that the District will also apply for federal grants that are available under the Improving America's Schools Act to "support the design and implementation of charter schools".

(4) One of the impediments in many locales to establishing charter schools, even in the 13 states where charter school legislation exists, is a lack of school facilities or potential sites for charter schools. This is not a problem in the District. Many schools are currently underutilized.

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In the very near future there may well be more school facilities available for alternative use because of a combination of factors--schools operating well under capacity, and constraints on financial resources to maintain, repair or renovate school facilities. The Task Force on Education Infrastructure for the 21st Century is due to release its comprehensive facilities assessment report by July 31st, and it is highly likely that this report will recommend the consolidation, and thus the closure, of additional school buildings--which, in turn, could become potential sites for charter schools. It is also conceivable that non-public educational programs now operating in public school buildings under leases or use agreements with the D.C. Public Schools may elect to become charter schools.

Some residents of the District of Columbia are worried about proposals and ideas that have been put forth by members of Congress, about what Congress might do to the District of Columbia, Home Rule, the D.C. Public Schools, and our children. I would hope that the Congress and local leaders can forge an alliance based on what we together can do for the District, our local community, our youth, because this is, after all, the Nation's Capital.

I believe that once the authority to establish charter schools becomes law, the private sector will make a major commitment to, ~~and investments in~~, new and re-engineered publicly supported schools in the District of Columbia. Chartering a school is a means by which to ensure a return on investment, especially if the investor determines the educational thrust and runs a school. Rather than diminishing resources available for public education in the District, I predict that the charter school option will lead to new and more sources of revenue being injected into publicly supported schools.

In this vein, I would ask members of this Subcommittee and other members of Congress

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to encourage, and perhaps provide incentives to, major institutions funded by the federal government to consider chartering schools, to share the wealth of their expertise and even resources, with the parents and youth who live in the Nation's Capital.

In sum, I believe that public schools in the District of Columbia have to become a model for the rest of the country. If this is the overriding intent of the Congress, I for one am willing to work very closely with you. For the sake of our kids, we have no other choice.

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Chairman HOEKSTRA. Thank you.
Mr. Kolderie.

STATEMENT OF TED KOLDERIE, CENTER FOR POLICY STUDIES, SAINT PAUL, MINNESOTA

Mr. KOLDERIE. Thank you very much, Mr. Chairman and Members of the committee. I'm Ted Kolderie. I'm with a small nonprofit in Minnesota. I work a lot with State legislatures around the country about the charter laws. You sit here today essentially as a State legislature. Let me try to say just quickly what I come to conclude are the two central things to try to understand in trying to think about the charter idea. I would be glad to amplify later if you like or talk about particular cases.

Nothing that we try to do is going to succeed as long as we have the district—and in this case I mean now the school district generally in urban areas of this country, not specifically Washington—set up the way it is as a public utility corporation. This isn't the only problem, there are lots of problems, but it is the problem that public policy can do most about, and nothing else is going to work, not all the money, not better people, not better standards, not better facilities, as long as the District remains organized as a public utility corporation. We can talk about this, why this is true, but the evidence is really in front of us. This is the fundamental. It is almost never challenged by traditional reform. It is assumed that it will be a corporate public utility model, and efforts to improve have not worked, it won't work, they inherently they can't work.

The president of the American Federation of Teachers set up in Minnesota the fall that this whole discussion started, this is a system that can take its customers for granted. That is true. Organizations that can take their customers for granted sometimes take advantage of their customers, and they take most advantage of the customers that are the least able to protect their own interests.

So long as this kind of thing is true, so long as it remains, improvement in reform essentially amounts to exhorting large and powerful organizations to do things in the general interest that are hard and stressful, that they don't want to do, and that they don't have to do. This is not a productive way to proceed. Nothing will work until we deal with the problem of the district organized as a corporate public utility.

In calling around and talking to people here before I came out, the thing I heard most often was, we don't know what else to do. Is there any other model? Not at the moment in public education really. But it is clear what to do. I mean we have to break up the corporate public utility, not, however, geographically. Second, we have to find a way to get that job done. Let me deal quickly with both these two things.

The essential features of the other model that would contain the dynamics that would make public education a self-improving institution are essentially these. The board has to be converted into a buyer. The board has to become essentially a buyer so that its interest is like the public's, a consumer interest.

The board today sits as the board of directors of the operating company. School board members like to tell you that they try to get the best possible education for the children. In truth, they do no such thing. You put your kids with the only teaching business in town, on which they happen to sit as the officers and directors. It is a kind of self-dealing arrangement. The board has to become a buyer. It is kind of a divestiture. They get out of the ownership and operation of the companies, which means their agenda becomes the kids' agenda, a quality agenda.

Second, the administration needs to get divided into groups of whatever number, each operating citywide, each in control of its own schools, offering whatever programs it decides it wants, with new schools also able to come in either directly on contract to the Board of Education or to one of the groups.

Third, parents and students would choose the group and the school within the group they wanted to go to, and the full per pupil amount would move with the student to the school in which the student enrolls.

There are all kinds of problems in designing any new such system. If you design something right, it will fly; if you design it wrong, it will crash. The problem is to design it right. If you design it right, you can create a system that is more effective, more economical, and more equitable than the system that we have today.

The second thing is how to get it done, and there are essentially two answers. One is just to mandate it, just to impose it, either the District Council on the District or Congress for the District.

The alternative to simply doing it is to do what is really now being considered by the Council, and I think it is in your discussions, that is to set up this alternative model up as another plan of organization that the District itself, the Board of Education of the District, the city can adopt if it wishes. States all over the country have done this for cities. This is what municipal home rule is all about. There is a plan in effect. You can, by vote if you want, adopt an alternative standard plan. You write this kind of thing I just described as a standard plan, and then you do some things that give the local board a reason, an incentive, in its own interest, to move to that new model.

The incentive, the reason, you create for them is, again, what is being considered precisely in that legislation, and that is, you make it possible, the State makes it possible, for somebody else, some other responsible public body, to offer public education in the community which kids can go to if they choose. These are the so-called chartered schools.

I tend to think of chartering as the State saying it is okay, or as the District saying it is okay, for your new commission to offer public education. When you come down to the level of the schools, that is what the people are all about. There will be autonomous schools, or there will be accountable schools, there will be public schools. This is clearly a part of the program of public education.

But let me say finally that the point of the whole exercise is not to create a few schools, it is in a sense not the schools themselves. The schools are instrumental. Governors and legislatures around the country are not getting into the kind of political controversy that these ideas create simply to create a few schools for a few kids. They are doing it because it is the only thing that has a chance to cause the main line system to move; that is, to improve all schools for all kids. And, happily, I think, the evaluations will tell us more about this shortly. If you do this in the District, the main line system will respond, will become significantly more responsive to parents and to teachers who have good ideas about how to improve. If you ask them, shall we do this, the answer will be no. If you do it, they will adapt.

Thank you very much. I would be happy to answer questions.

[The prepared statement of Mr. Kolderie follows:]

OUTLINE OF REMARKS BY TED KOLDERIE, CENTER FOR POLICY STUDIES

Hearing on Urban Education Reform and the D.C. Schools
Committee on Economic and Educational Opportunities; 8 June 1995

1. You've affirmed there's a problem. Not discuss further. Much like other big urban districts: ineffective, uneconomical, inequitable.

2. Also not discuss 'vision'. Too much talk about what we ought to do. Too much master-planning.

3. Real problem is: How to get it done.

4. Conventional strategies are ineffective. Money doesn't do it. Changing the people doesn't do it. Exhortation to 'best practice' doesn't do it. 'Giving orders' won't do it. Vouchers don't directly improve the 'regular' schools.

5. The failure of conventional 'reform' is entirely predictable. The institution (district) is built not to change. The organization of K-12 as a pattern of utility corporations with franchised territories makes it possible for the district to "take its customers for granted". The reward-system pays off whether the mission has been accomplished or not. In plain words: basically nothing depends on whether the students learn.

6. It is unrealistic and unproductive to urge an organization to do the hard things involved in change and excellence and at the same time to guarantee it everything it wants whether it does these things or not.

7. Urban districts are behaving exactly the way they are built to behave. If we do not like the way they are behaving then we have to change the way they are built.

8. For policy then the key questions are (a) how would a district be 'built' if it were to be a self-improving organization? and (b) how can we get the district into that new/different form?

9. We have to break up the public-utility form. The board of education has to be made a buyer, so that its interest is (like the public's) a consumer interest. At the same time the schools -- existing or new -- need to be formed into groups, basically on contract to the board. A group will succeed or fail, over time, depending on student performance; in the judgment of the board and/or of the parents through choice.

10. There are two ways to get this done. 'The state' (here, the Congress or the D.C. City Council) could just do it. Or 'the state' could offer the new model as an option and give the board of education an incentive to adopt it.

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11. What might that 'incentive' be? 'The state' would charter some other responsible public body to offer public education in the District . . . to approve applications from teachers or others who want to start and run public schools.

12. Since 1991 six or more states have set up such arrangements. Some have chartered the state board or commissioner to approve applications. Some have chartered a public university. It would be possible to charter a city council to do it. Arizona has set up a new public body just for the purpose of acting on proposals for new schools.

13. The new schools created will be (a) autonomous and (b) accountable. Parents may send their children to these schools if they choose. The full per-pupil amount will follow the student from 'regular' school to the new school.

13. The new schools will be part of the local program of public education. No charging tuition; no teaching religion; no selective admissions; no discrimination, etc. The law should be designed to produce a more equitable system than the one that exists today.

14. This new model -- however implemented -- will be resisted by the major system-organizations. They do not like the dynamics a strong charter law creates.

15. Early evidence from around the country, however, is that once 'the state' does make it possible for 'somebody else' to offer public education in the community the district becomes significantly more responsive to proposals from teachers and parents. In other words, the leverage accomplishes its purpose, which is to improve all schools. Districts begin be more innovative and to grant more autonomy.

16. The new model -- divestiture and unbundling -- is not reform. It is a radically different model. This is necessary. It is wrong now not to be radical.

17. By moving to this model . . . by making the district a self-improving organization . . . we have a chance to hold off privatization. Contracting is not privatization. Real privatization is commercial firms coming into the home selling learning programs based on digital electronic technologies. This is beginning. There is not much time.

18. And the new arrangement can be good for boards of education, for teachers and for administrators. When the board is a buyer its ability really to provide 'the best possible' education for the people who elect it increases enormously. Teachers can get professional roles. Change-oriented teachers and administrators will find their efforts supported, rather than undercut, by an arrangement that makes performance necessary.

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THE ESSENTIALS OF THE 'CHARTER-SCHOOL' STRATEGY

The purpose of a charter law is to encourage and enable the creation of new and innovative public schools under arrangements that will stimulate districts to change and improve their schools. For students the objective is higher achievement and graduation rates. For educators it is the freedom to create different and better programs. For the system -- and for the state -- it is the accountability that comes from a contract relationship and the stimulus that comes from knowing a district can no longer take its students for granted.

•

1: The school may be organized, and owned and run, by any of several parties. No one, however, has a right to set up a charter school.

The organizers may be teachers, parents, perhaps a museum or university, or some other entity. They may start a new school or may convert an existing school to autonomous-public status. They must receive an affirmative approval by a responsible public body for the particular school they propose to operate.

2: The organizers may approach more than one public body for their charter.

Traditionally only the local board could offer public education in the community. With a charter law the state opens this opportunity to others: to the state board of education, or a higher-education board, or a city council or county board, or to some new entity created just for this purpose. The local board is not excluded as a possible sponsor, but there is a 'somebody else'. The designated public body does not own and run the charter school: It sponsors the school.

3: The school will become a legal entity.

A school today does not exist legally. A charter school can be a legal entity. The law may provide for the school to choose any form of organization available under general state law; or may specify that the school will be (say) a non-profit. As an entity the school will have its own board. Site-management becomes real. The teachers will belong to the school. If employees they will have full rights to organize and bargain collectively but the bargaining unit will be separate from the district.

4: The school is public. This remains public education.

The school is chartered by public law to carry out a public purpose under contract to public authority. There can be no religious character to the instruction, no charging tuition,

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no selective admissions, no discrimination. Health and safety laws must be followed. A charter school is a public school. These sharply distinguish the charter idea from the voucher idea.

5: **The school accepts an accountability for results.**

The school is chartered for a limited term. The objectives for (and the method of measuring) student performance are agreed-on up front. Renewal depends on performance, and the contract may be terminated for cause. Accountability shifts from process to performance.

6: **The school gets real freedom to change.**

Because it accepts an accountability for results the charter school is normally exempted from the state regulations and statute law that governs districts (except, of course, for what essentially defines public education). The elaborate 'rules' that control traditional schools are unneeded: a failing charter school will be closed.

7: **It is a school of choice.**

The school is accountable in a second way. Students, and teachers, are there if they want to be there. No one is assigned. Educators and families actively choose the school. This provides the stability necessary both in the student body and in the faculty for the school to create and to maintain a distinctive educational program.

8: **The full amount that belongs to the student moves with the student, and the state pays the school directly.**

This amount is roughly the average statewide per-pupil amount, or the amount in the district from which the student comes. 'Categorical' aids, as for students from low-income families, will also move. The school will have the same opportunity as a district to apply for government and private grants. The state pays the school; transferring the student's money from the district s/he previously attended to the charter school. It is the student's money.

9: **Teachers will be protected, and will have new opportunities.**

Teachers may take leave from a district to teach in a charter school. While in the school they retain the rights provided by the leave-statute as to seniority, benefits and right-to-return. They may remain in, or may join, the retirement system. Teachers may choose to be employees. Alternatively they may form a professional group which they collectively own, through which they design and operate the learning program under an agreement with the school.

6/1/94

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Chairman HOEKSTRA. Good. Thank you.
Ms. McNeill-Vann.

STATEMENT OF ARONA McNEILL-VANN, PRINCIPAL, TRUESDELL ELEMENTARY SCHOOL, WASHINGTON, DC

Ms. MCNEILL-VANN. Good afternoon, Mr. Chairman, distinguished committee Members, and Mrs. Norton, and I can also say, as Mr. Lightfoot did, that I voted for you every time you have been up for office, so it is very good to see you here today.

My name is Arona McNeill-Vann, and I'm the lead teacher for the nongraded school at Truesdell Elementary School. The nongraded school is one of seven teacher-run charter schools established by Superintendent Franklin Smith in June of 1994. The schools-within-a-school charters are part of the superintendent's educational reform program bringing educational services to students.

The school-within-school charters give teachers in the District of Columbia public schools the opportunity to assume decisionmaking authority for the schools in which they teach. The team of teachers at the nongraded school is responsible for the recruitment of students, selection of staff, curriculum development, budgetary decisions, and staff development activities. We are also responsible for the maintenance of all school records.

Although as the lead teacher I am the school administrator of record, decisions regarding the nongraded school are made by consensus of all the teachers. The educational program at the nongraded school is based on research on the effectiveness of multi-age nongraded programs and small schools in addition to the staff's experiences as teachers of multi-age classes. This year, which is our first year of operation, we have four classes.

Our school is nongraded because we believe that grade level designations are arbitrary and can be limiting to children at both ends of the educational spectrum. Children in our school are placed according to age in classes with a two to three-year age span. We believe that multi-age classes are a more natural learning environment since children learn from each other as well as adults. Multi-age classes capitalize on that, and it is not always the older child who teaches the younger one.

As a teacher in a multi-age class, it is easier to look at children as individuals with particular strengths and needs because I know that they are going to be at different levels of development. I don't expect all children to be doing the same thing at the same time. In other words, I must teach to the child and I must know each child's strengths and needs in order to help him or her progress.

Although there are whole group activities, the majority of our day is spent in learning activities that take place in small groups or individually. The ability to work independently for some period of time is developed in our students beginning with the four-year-olds. This enables the teacher to work with small groups with few interruptions from the rest of the class. The school day also provides a balance between teacher-directed and student-selected learning activities. Classes are organized with a variety of learning centers which contain materials reflective of our curriculum objectives.

Teachers generally have students for two years. This enables them to get to know their students and their students' families quite well. We feel that it is critical for children to see that their family and their school are in close communication.

Since all of our parents have chosen to enroll their children in a nongraded school, we are working to maintain a high level of parental involvement throughout the school year. Parents are required to sign a contract which states that they will attend at least three individual conferences a year, attend parent education workshops, and provide support for the school by participating in activities such as chaperoning field trips, photocopying information for us, assisting in the classroom, and providing equipment and supplies. One of our parents, Mr. Andre Butler, has been giving tennis lessons to all the children in our school three times a week.

Our school presently has students between the ages of four and nine years old in four classes. We plan to add a class each year until we have eight classes for children between the ages of four and 10. This would be the equivalent of the elementary grades through grade five. At that time our students will be prepared to enter middle school.

In addition to multi-age classes, we are committed to keeping our schools small. There is a significant body of research which supports the position that elementary schools, in order to be most effective, should have no more than 200 students. It has been shown that in small schools not only does student achievement increase but attendance for students as well as staff and parental involvement also.

In April of this year Mrs. Annetta Burke, a graduate student at the University of the District of Columbia, conducted a research project at the nongraded school. Mrs. Burke interviewed students in the nongraded school who had also attended a more traditional type of school and asked them to compare their experiences. Her findings were that 85.7 percent of the children would choose the nongraded school as well as recommend it to their friends. Only 28.6 percent looked forward to attending graded schools all of the time, but 57 percent looked forward to attending the nongraded school all the time; 71 percent preferred the curriculum at the nongraded school as well as the teaching methods and felt that they had learned more at the nongraded school.

Mrs. Burke's study involved student in our two older classes, the six and seven-year-olds and seven to nine-year-olds. We do have some informal data from our younger students. Our progress report includes a space for student comments. To elicit their comments, we asked the children what they had learned in school this year. Barron, age 4, said that he learned to count 20 cubes; Eliseba, age 5, said that she learned to sound out letters she is reading; and Calvin, age 6, said that he learned how to work things out.

Thank you.

[The prepared statement of Ms. McNeill-Vann follows:]

The Nongraded School
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TESTIMONY
OF
ARONA L. MCNEILL-VANN, LEAD TEACHER
THE NONGRADED SCHOOL AT TRUESDELL
TO
THE SUBCOMMITTEE ON OVERSIGHT AND INVESTIGATIONS
OF THE
ECONOMIC AND EDUCATIONAL OPPORTUNITIES COMMITTEE
JUNE 8, 1995

Good afternoon Chairman Hoekstra and distinguished committe members.

My name is Arona McNeill-Vann, and I am the lead teacher for The Nongraded School at Truesdell Elementary School. The Nongraded School is one of seven teacher- run charter schools established by Superintendent Franklin Smith in June of 1994. The school-within-a-school charters are part of the superintendent 's educational reform program - Bringing Educational Services to Students.

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The Nongraded School are made by the consensus of all of the teachers.

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We feel that it is critical for children to see that their family and their school are in close communication. Since all of our parents have chosen to enroll their children in The Nongraded School, we are working to maintain a high level of parental involvement throughout the school year. Parents are required to sign a contract which states that they will attend at least three individual conferences each year, attend parent education workshops, and provide support for the school by chaperoning field trips, photocopying information, assisting in the classroom, and providing equipment and supplies. One of our parents, Mr. Andre Butler, has been giving tennis lessons to the children three times week.

Our school presently has students between the ages of four and nine years old in four classes. We plan to add a class each year until we have eight classes for children between the ages of four and ten. This would be the equivalent of the elementary grades through grade five. At that time our students will be prepared to enter middle school.

In addition to multiage classes, we are commited to keeping our school small. There is a significant body of research which supports the position that elementary schools, in order to be most effective, should have no more than 200 students. It has been shown that in small schools not only does student achievement increase, but attendance (for both students and staff) and parental involvement also.

In April of this year, Mrs. Annetta Burke, a graduate student at the University of the District of Columbia, conducted a research project at The Nongraded School. Mrs. Burke interviewed students in The Nongraded School who had also attended a "traditional" school, and asked them to compare their experiences at the two schools. Her findings were that 85.7% of the children would choose The Nongraded School as well as recommend it to their friends. 28.6% looked forward to attending the graded schools all the time, but 57.1% looked forward to attend The Nongraded School all the time. 71% preferred the curriculum at The Nongraded School as well as the teaching methods and felt that they learned more at The Nongraded School.

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Barron, age four, said that he learned to count twenty cubes.

Eliseba, age five, said that she learned to sound out letters when she's reading.

Kelvin, age six, said that he learned how to work things out.

Chairman HOEKSTRA. Thank you very much.

Ms. Williams.

STATEMENT OF GERTRUDE WILLIAMS, PRINCIPAL, BARCLAY ELEMENTARY SCHOOL, BALTIMORE, MARYLAND

Ms. WILLIAMS. I forgot to order a high chair. That is all right. [Laughter.]

Chairman HOEKSTRA. Maybe we can find you a pillow somewhere.

Ms. WILLIAMS. Right.

Mr. Chairman and distinguished guests, I'm glad to be here to talk with you about my program, a partnership, a private Barclay-Calvert partnership that we have in Baltimore City and has been working for five years.

I would like to introduce Merle Hall, who is the headmaster of the Calvert School; Sam Stringfield, who is with Johns Hopkins, and he has been doing the base line and longitudinal study for our program for the past five years; and Peg Licht, who worked as a coordinator in that program when we started for the first four years.

Barclay is 82 percent African American, and we are from all around the world. We have students that come from every country because we are in the Hopkins encachement area. We have 75 percent free lunch. We had 82 percent free lunch when we started the program.

The concern that we had when we started was that the parents and the staff and the community were looking for a new program. The words "at risk" had been dropped on our students, and we felt that if our students were at risk then we would have to find out if it was the student at risk or the curriculum that they had to digest, because each year our students' scores were going down because they were being fed the same curriculum that was very anemic.

We decided to visit some schools, and we had heard of the Calvert curriculum, the Calvert School, that serves people around the world. It is a highly structured, well ordered, high expectation school. I think all children need structure—needed that structure. They needed to know what they were expected to do; parents needed to know what they were expected to do; and, most of all, the teachers, who had become very frustrated because they worked hard and not produced much.

It took four years to fight the system, but we received the curriculum finally, and in 1990 the teachers of kindergarten and first grade were trained in the Calvert method and the concept that was behind the total Calvert curriculum school really.

Students started in September. At the end of June, when the measurement came about—which Dr. Stringfield had finished—these students had moved so high that we were suspect, and of course people came to look. The students in the Calvert curriculum have phonics every day—they learn in the kindergarten their vowels, they learn their letters, they learn their sounds. It is a highly structured, well ordered, very basic curriculum.

The students, when they leave kindergarten, over half of them were in the 99th percentile. We had a 71 percent decrease in Chapter 1 students. I don't know if you know what Chapter 1 students are. They are those who, by the CTBS, are below the 32nd percentile. As in Baltimore City and other schools have but, it is less than the 50th percentile. Our students now in fifth level are at national norms. They read, they write every day, they write compositions, and I have a few here I'll leave with you, and the overall curriculum.

I hope you get the fifth-year evaluation. Sam sent them. They look like this, and you can see what has happened over the four years with our students.

Thank you.

[The prepared statement of Ms. Williams follows:]

TESTIMONY

TO: The Subcommittee on Oversight and Investigations of the Economic and Educational Opportunities Committee

FROM: Gertrude Williams, Principal
The Barclay School

DATE: June 8, 1995

SUBJECT: "Education"

Mr. Pete Hoekstra, Chairman and Members of the Subcommittee on Oversight and Investigations, I am honored to have been invited to speak with you about my favorite subject, "Education". There are certain basic skills that are necessary for a child to master, if he or she is to be able to read with understanding, write with clarity, and compute with accuracy regardless of his or her economic situation or environment.

The problem that exists today is that urban students are labeled "at risk" and no one has stopped to find out why they are "at risk". Urban students continue to receive the same diet that caused the anemia in the beginning. To be labeled "at risk" is really almost another way of saying that these students cannot learn and that they must be taught to respect themselves. Teachers are requested to accept whatever spelling or answer is given for fear of hurting their "self image".

Teachers, parents, students, and administrators had become very frustrated at Barclay School. Grades and test scores had begun to drop to the point where all concerned decided that something must be done. The one truism that we all knew was that the curriculum that we were using was not working. Barclay needed a curriculum that worked.

The initial visit to Calvert Independent School gave me the first insight into a curriculum that was and is pedogically sound. The well ordered, highly structured, high expectation curriculum was evident from Grade 1 through Grade 6. Teachers from both schools interacted. A forcefield analysis was enacted to see if there was a possibility for a cohesive partnership. The final answer was yes.

After four years of battling the public school hierarchy, Barclay and Calvert finally formed a union in May, 1990. The kindergarten and first grade teachers received training by the Calvert Coordinator in June, 1990. The program began in September, 1990.

DEMOGRAPHIC INFORMATION

Let me give you an insight into Barclay before we discuss the union of Barclay and Calvert. The Barclay School is located in an "urban , urban" section of Baltimore City. We are really in East Baltimore but we are assigned to the Northern School District. We suffer from the presence of drugs, and illiteracy in the school community. We draw from an eclectic community with parental education levels ranging from college professors to high school drop outs. Our student population represents many countries from around the world. We teach students from Pre-K to Grade 8.

RACIAL/ETHNIC BACKGROUND

0.4%	American Indian or Native American
0.5%	Asian or Pacific Islander
82.3%	Black, not Hispanic origin
16.5%	White, not of Hispanic origin
0.3%	Hispanic

INCOME LEVEL

(% of students whose family income is below the federal poverty level)

75.1%	Students receive free lunch

(% of students whose family income is barely above the federal poverty level)

5.0%	Students receive reduced cost lunch

SECTION II. DESCRIPTION/ATTRIBUTES OF SUCCESS

PROJECT NARRATIVE

The Chapter 1 program at Barclay School represents a unique application of Chapter 1 support services. Chapter 1 students at Barclay are fully integrated into the regular curriculum and are expected to attain the same standards of performance as non-Chapter 1 students. The regular curriculum at Barclay School is innovative, as the school has adopted and implemented the curriculum of a nationally recognized private school. The attributes of the Chapter I program at Barclay school can best be demonstrated by examining a day in the life of a student. D is currently a third grader. In the spring of her second grade year, she scored at the 32nd percentile in reading and the 8th percentile in math on the CTBS. These test results according to district guidelines made her eligible for Chapter I support services.

When D arrives at Barclay at 8:30 a.m. she goes immediately to her 2nd floor classroom. She is greeted in the corridor by the Barclay-Calvert coordinator. As they shake hands, establish eye contact and exchange greetings, the coordinator praises her for improved work on yesterday's spelling test. She proceeds to her classroom, consults her work folder and begins to make corrections on a math paper from yesterday. The teaching assistant sits with her and provides help and encouragement. The structure and predictability of daily academic routines and the consistency of reinforcement and encouragement result in her remaining focused on the learning objectives for each school day. She moves from the initial correction period through lessons in reading, composition, math and social studies. Her reading group consists of 10 students (all Chap I) and is taught by the Chap I reading resource teacher. They are meeting at the same time that other classmates are meeting in groups and are using the same book but progressing at their own pace. Math, composition and social studies involve her and her 24 classmates in the same room. A volunteer tutor or educational assistant is close by during composition to assist and encourage. Likewise, as she tackles today's math assignment an adult reinforces her correct responses and notes her errors. With a tutor after school, or in a small group setting with the Chapter I resource teacher, she will complete her assignments. Because the end of the month is approaching she will work this afternoon on preparing her folder for review with her teacher before taking it home for her mother to examine and sign. She organizes all of her work for the month according to subject and date, makes sure that all corrections have been made, and creates a personalized design for the cover of her folder which reflects her pride in what she has accomplished.

There is a solid basis for D's feeling of accomplishment. In Pre-K and Kindergarten, she performed so poorly that she was recommended for possible placement in special education. Her first grade class was one of the first two Barclay/Calvert classes into which Chapter 1 services were fully integrated. She began to receive intensive attention from the Chapter 1 resource staff within the parameters of the highly structured Barclay/Calvert program. During the first grade, she suddenly blossomed and exhibited verbal behaviors indicating that she had absorbed the corpus of material presented to her class. If she had been pulled out of the classroom for compensatory services she would not have had the exposure and stimulation which gave her the incentive to speak up and demonstrate her potential. By keeping her with all of the other students, she became part of the classroom culture. Her instruction was not watered down. She was learning the same things that all of the other students in her class were learning. The excitement of participating as a full member of the classroom stimulated further growth and achievement.

D's academic and personal success demonstrate convincingly the type of outcome-typical of Chapter 1 students in the Barclay/Calvert program, arguing for the further development of programs which integrate Chapter 1 services into the regular curriculum.

INTRODUCTION

In the 1990-91 school year, the Barclay school, a neighborhood school in the Baltimore City Public School system serving a predominately African-American, impoverished community began a bold experiment. This project, known as the Barclay/Calvert Program, consist of the adoption of the highly structured, academically rigorous curriculum developed by the Calvert School, a prestigious private institution located in Baltimore, Maryland. The Calvert curriculum was phased in over a three year period, one grade at a time, beginning with Kindergarten through Grade 5. It has been conclusively demonstrated that all students in the Barclay/ Calvert program, including Chapter 1 students, are attaining and sustaining high levels of academic success.

The Chapter 1 program at Barclay, which was initiated prior to the advent of the Barclay/Calvert program, has always been based on a cyclic model of instruction, evaluation, analysis, and modification of instruction. This Chapter 1 program fits into the Calvert curriculum very well.

This application describes the successful integration of Chapter 1 support services within the innovative Barclay/Calvert program at Barclay School. The Chapter 1 program provides necessary supports to disadvantaged students, enabling them to successfully meet the rigorous Barclay/Calvert standards for learning.

1. POSITIVE SCHOOL CLIMATE

1a. How the project leaders ensure that the project staff members address the academic and developmental needs of disadvantaged children.

The selection criteria for inclusion in Barclay's Chapter 1 program are the same as those for all Baltimore City schools: children who have scored at or below the 32nd percentile on the Comprehensive Test of Basic Skills are eligible for Chapter 1 services. Once the Baltimore City Public Schools Department of Compensatory Education and Funded Programs sends the CTBS results to the school, principal, the Chapter 1 reading tutor, the Chapter 1 math resource teacher, and the Barclay Calvert Curriculum Coordinator meet in a workshop setting with all classroom teachers and teaching assistants who have one or more Chapter 1 students in their classes. In these workshops, item analyses of the standardized test are done to determine which skills have been mastered, which have not been mastered and which have been partially mastered. Pertinent information about family and other socio-economical concerns is also presented. Based on this information, teachers are assisted as they develop strategies to address the needs and reinforce the strengths of Chapter 1 students.

The principal and Barclay/Calvert Coordinator insure that teachers, teaching assistants, and Chapter 1 tutors are supplied with and trained to use materials appropriate for teaching each academic skill and concept. They also coordinate any services from the school social worker or the school psychologist that might be warranted. The principal and the Barclay/Calvert Coordinator facilitate regular team meetings of instructional staff in which the progress of each child is assessed and plans are adjusted to meet individual needs. The Barclay/Calvert Coordinator models lessons, provides help in preparing lessons, provides feedback on lessons and provides support in thinking through the problems faced by individual learners.

1b. The overall goals of the project.

The goals of both the Chapter 1 program and the Barclay/Calvert program are that students master the skills of reading, writing, computing, and logical thinking; that students develop self-discipline and experience pride resulting from their accomplishments. These goals are developed and communicated through routines, incentives, and structure. There is no distinction made between Chapter 1 and non-Chapter 1 students in this regard. Teachers follow the same routines and provide the same incentives and structure for all children. Every student paper is evaluated upon completion, and with this immediate feedback the student makes any necessary corrections. Neatness and effort are recognized by special stickers, which the students prize highly. Monthly meetings in which the child's work is reviewed are held with every student. Each students keeps his or her own folder of work, corrected, organized in proper order, and personalized with his or her artwork on the front cover. At the end of the school year the student's work is permanently bound.

Teachers are expected to draw the best efforts from their students. This is accomplished by following carefully planned classroom strategies and by maintaining very high standards of excellence. Students are expected to master the material and are supported until mastery is achieved. Teachers receive consistent support and supervision from the project leadership. They participate in professional training and regular staff development which is directly applicable to their own classroom teaching.

Parents are encouraged to understand the curriculum goals, to consistently monitor their students' progress, and to learn strategies to assist their children with homework. Parents are kept abreast of goals and expectations through receipt of a weekly homework plan and through nightly homework assignments which they must sign and return when their student has completed them. Parents are encouraged to be involved in nightly reading and in overseeing students' work. Students take their monthly folders home to review with their parents. If parents do not sign the student's folder, they are contacted to make sure they are aware of and involved in their children's education. Periodic meetings for parents are held, including a "back to school night" at the beginning of the year, conference day at regular report card time, and individual spring conferences involving teachers, Chapter 1 tutors, students and parents during which the teaching staff provides an extensive narrative evaluation of the student's progress, pointing up strengths and weaknesses. In addition to regular report cards, parents receive monthly reports on their student's progress in all subjects. The rate of return of signed folders, parent participation in meetings and conferences and consistent involvement in homework is high.

1c. How learning about student's varied cultural heritage is incorporated into school instruction and other activities.

The writing of compositions is a central part of the Barclay/Calvert curriculum, beginning in the first grade. Composition topics emphasize self and family, and give students frequent opportunities to celebrate their distinctive cultural backgrounds. Biographical topics encourage learning about the history and culture of great figures from the past and in today's world. Chapter 1 includes students from many countries. Every year there is a display on the first floor of the school building listing the countries represented by Barclay school students. The fact that the student population includes students from many lands is highlighted in many classroom discussions and activities, including an International Dinner for which each family prepares foods representative of their culture. Student plays incorporate multi-cultural themes as well, from Greek myths to African-American history.

1d. How respect for student's non-English linguistic background is ensured.

The Barclay Chapter 1 population includes children who need English as a Second Language support. They receive this support from the ESOL teacher. She provides individual and small group tutoring and works with the families of the non-English speaking children, directing them to community services as needed. She also assists in composition writing, serving as a resource to both ESOL students and their classmates.

2. EFFECTIVE ORGANIZATION

2a. Opportunities and resources for professional development.

In 1990-91 Kindergarten and Grade 1 teachers and teaching assistants, as well as the Chapter 1 reading tutor and math resource teacher were introduced to the teaching strategies of the Calvert School. A summer training workshop was provided in June 1990 in preparation for collaboration between Barclay and Calvert beginning in September. Subsequently, every teacher, teaching assistant and Chapter 1 tutor involved in the Barclay/Calvert program receives summer training in the Calvert methods and curriculum. Intervisitation between Calvert and Barclay teachers has created a network of communication and idea-sharing beneficial on both sides.

The Calvert Coordinator facilitates regular team meetings to discuss teaching issues. She also models lessons and provides assistance in preparing lessons. Feedback on lessons and support in thinking through the problems faced by each student are also provided by the Coordinator.

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2b. How supplementary program activities are coordinated with instruction in the regular classroom and other elements of the students' school experience.

Chapter I children are fully included in the Barclay/Calvert project. Though special emphasis is placed on meeting the special needs of individual children, the children are not pulled out of the regular curriculum. They remain with the group, and do not lose out on what is being taught to their non-Chapter I peers. For example, all children are taught handwriting at the same time. During handwriting time, volunteers (parents, community members, or students from a local university), teaching assistants and classroom teachers provide extra assistance to those children having difficulty forming letters. This support continues through the daily routine and weekly schedule, at dictation time, composition time, spelling time, etc. All of the children are together, but the Chapter I children get the additional help they require. Chapter I children may receive extra help during the morning correction period, or may receive help at the end of the day during special tutorial sessions.

When children in the Barclay/Calvert program are divided into groups at reading time, each group works in a designated area. Chapter I students work with the specially trained Chapter I reading resource teacher. In the small group setting, the Chapter I children get the intensive assistance they need. The tutor enables the Chapter I student to acquire the same skills and information as his or her peers, but at a pace that is appropriate for him or her. The Chapter I students use the same books as their classmates. Even though they may be on a different page from children in another group, they do not have the stigma of having a "dummy" book. They are positively challenged to move ahead. They are also exposed to the same vocabulary as their classmates, making testing experiences less frustrating.

A Chapter I funded counselor also provides additional attention to Chapter I children in the form of tender loving care, listening and one-on-one support. Children who need material assistance - clothing, supplies, etc. - are helped. She also works with children and their families to get the children to school on time and to maintain regular attendance.

The factor of immediate help whenever needed is important. The teaching assistants, the ESOL teacher, the classroom volunteers and the Calvert Coordinator are all at the ready, as is each classroom teacher, to provide support and assistance. The reading tutor and the math resource teacher are in daily communication with classroom teachers and provide daily reinforcement and extra help with classroom assignments. The goal is to assure that Chapter I students are receiving as much support as needed to rise to the high Barclay/Calvert standards, and develop the kind of confidence that will prompt them to keep trying.

2c. How academic learning time is enhanced by the program or project.

The instructional day is structured so carefully that there is virtually no down time. All the major subjects are taught in the morning when the students are fresh. Students write every day. They read and write about their reading. They hand in math work every day. Teachers check and students correct all their work. Errors in any assignment are noted by teachers each afternoon, and students spend the first part of each morning perfecting their work. Small instructional groups play an integral role in the program. These grouping make it possible for teachers, teaching assistants, and Chapter 1 tutors to meet stated objectives within a given day. The Chapter 1 teachers, working in the classroom, are not over-extended by having to go from one group to another, but can concentrate on Chapter 1 students as a group unto themselves and provide more individualized attention within the group. The Chapter 1 students are using the same books as their classmates. They are encouraged to keep up and strive to meet the same standards expected of other students.

2d. How parents are involved.

Parents receive a homework plan each week, and are also required to sign and return their student's nightly homework assignments. Parents are encouraged to be involved in nightly reading (of one half hour per night), and in overseeing students' work. First grade students prepare for their weekly composition by developing a list of words related to the composition topic. Parents are requested to talk with students about this list. Second grade students prepare for their weekly compositions by talking with their parents about the topic.

Students take their monthly folders home to review with their parents. If parents do not sign student folders, they are contacted by the classroom teacher, the principal, or the Barclay Calvert coordinator. In addition to the regular school system report cards issued four times per year, parents receive monthly reports on their students' progress in all subjects. Annually a detailed narrative report is also prepared for each student and parents are required to meet with the classroom teacher to discuss this report. Parents are also encouraged to volunteer as classroom aides.

Parenting classes are made available to all parents, and Chapter 1 parents are strongly encouraged to attend. Both the STEP Program (Systematic Training for Effective Parenting) and the MEGA Skills Program are offered.

A number of the parents of Chapter 1 students need help in reading, math and ESOL themselves. They are referred by the staff to appropriate community services.

3. CURRICULUM, INSTRUCTION AND ASSESSMENT

3a. How students' current knowledge is assessed and used in planning and providing instruction.

Teachers check and students correct all work on a daily basis. Errors in any assignment are noted by teachers each afternoon and students spend the first part of each morning correcting papers. The preparation of monthly reports provides frequent opportunities for assessment. The student can move across learning groups, according to need and growth. If he or she is experiencing difficulty in math, a move to a more

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slowly paced group can be made. If the individual's work in math improves, the student may return to the original group or even move to a more quickly paced one. Meanwhile, his or her placement in a reading group is based on an individual assessment of reading skills, and would not be influenced by other skill performance.

Small instructional groupings also contribute to the assessment process. The teacher or teaching assistant is able to make individualized evaluations of and provide individualized attention to each student in each group on a daily basis. Regular communication with parents and the expectation that parents will follow through on requests for reinforcing activities at home are also important aspects of assessment and planning.

Students have extra experiences to contribute to their learning in time provided for library visits where the library-media specialist reinforces classroom units with library material and activities. Classrooms also have their own libraries to which students may turn to read for enjoyment. The Barclay Parent-Teacher Organization sponsors a Reading is Fundamental Program in which each child may chose books to build his or her own personal library. Three RIF distributions are made each year. Class trips to a variety of cultural and recreational institutions are made each year. A computer lab has been set up, and lab time is scheduled for each class. After school tutoring programs also contribute to the learning of those students who need reinforcement.

3b. How the project's practices and policies foster the development of sound character and the ability to work in a self-disciplined and purposeful manner.

The student is responsible for correcting his or her own work and keeping a folder organized in proper order. Each student is held accountable for completing all of his or her work within a clearly established time frame. This fosters self-discipline and purposeful planning. The weekly classroom dictation period also encourages purposeful skill-building and discipline. Through their dictation exercises, students learn to listen, their vocabulary is enhanced, and they are expected to use words in context. These skills, in turn, foster good writing and reinforce the use of memory. The tightly structured instructional day keeps every student busy. The expectation that all work will be completed, corrected, and meet the standard of perfection encourages students to do their best. They simply have no time to get into trouble.

3c. How students are taught behaviors and skills that will help them to function in the classroom and school.

Eating lunch with their classmates and teacher provides an opportunity for learning social graces and reinforcing habits of respect and politeness. Values education is incorporated into the program by the elementary counselor who encourages students to explore positive methods of problem solving and conflict resolution. Stories that are part of the curriculum may reinforce these discussions, as, for example, the story of a group of children learning to accept a physically challenged child. There is an emphasis on good citizenship in the third grade curriculum, and a letter grade for citizenship is given on the monthly report card. The Kiwanis Club sponsors a Terrific Kids program, by which students are encouraged to practice exemplary behavior to become part of the Terrific Kids roll of good citizens who are recognized in schoolwide assemblies twice a year. Nine of the Chapter 1 students included in this application received Kiwanis Terrific Kids recognition in 1992-93.

Respect for students is built into the program. Teachers, teaching assistants, Chapter 1 teachers, the principal and the Barclay/Calvert program coordinator are unceasing in their expressions of belief in the ability of every child to succeed and unstinting in their praise of individual and group achievements. Student work is displayed prominently throughout the school, and is showcased in the main lobby. Student work is returned with stickers that symbolize praise and congratulations. These self-esteem builders create a positive learning climate in which there is little space for negative feelings and behaviors. The foundation of this self-esteem is solid: students are expected to do their best, correct their mistakes, and meet a standard of perfection. When they have done so they have no reason to feel anything but good about themselves and about their learning community.

3d. How classroom instruction provides opportunities for students to learn advanced skills.

Reading and writing are at the center of the program. Chapter 1 children use the same instructional materials as non-Chapter 1 children. In reading groups, children hold discussions and are encouraged to approach reading with questions and thoughtful analysis. Their workbook emphasizes skills of textual analysis and includes exercises that foster knowledge about parts of books and about individual authors.

The writing curriculum includes handwriting and composition. Instruction in the Calvert script, a type of cursive writing, begins in the first grade for all students. Teachers observe that there are fewer problems with students reversing letters than among students who print at this level. Students practice handwriting every day. Good handwriting foster good composition. The writing of weekly compositions also begins in first grade. Students learn to organize their thoughts, choose words that are apt and descriptive, and express their ideas effectively, In the second grade students are introduced to famous artists in history. Their reading and writing about these artists involves chronology, history, and analysis of the subject matter of great works of art. They learn to draw inferences from paintings and are exposed to times, places, and experiences that appeal to the imagination. This aspect of the curriculum also encourages students to explore their own artistic abilities.

Math is the third basic component of the program curriculum. By second grade, math, writing and reading are synthesized in many lessons. Students must state their answers to math problems in the form of complete sentences. Their math book includes literature in each chapter: a problem solving theme is presented in literary form.

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The teaching methods used in the program encourage students to use new skills without waiting for them to be taught. If, for example, a child wants to incorporate a quotation in his or her composition, he or she knows that the teacher will be glad to explain how to do it. Pleasure in learning and concentration on curriculum are nurtured by an environment in which all expectations are very clear for teachers and students and in which it is possible to devote full attention to thinking and working because all of the needed material and supplies, and organizational structure are at hand.

3e. The advanced skills and how they are taught.

One of the premises of the Barclay/Calvert program is that the only way disadvantaged students can become competitive is by being given high doses of facts and information along with equally high doses of the message that they are expected to put forth effort and become masters of knowledge to the same degree that all other students are expected. They receive the facts and information in every experience in their daily classroom routine. Every student in the program is expected to grasp concepts and from those concepts to develop generalizations and practical applications. In every subject area, all students are encouraged to find the relationship between themselves and the world around them. For example, in their geography studies, they first learn about the climate where they live and then relate information about climates in other locations to their own. They imagine how their experience might change if they were to move to a different location. They examine different foods and diets of children in other parts of the globe, different clothing, etc. Subsequent learning includes investigating other forms of life and how each is dependent on a certain environment for survival. The Chapter 1 child who is present for the total experience gets caught up in the excitement and becomes an integral part of group learning. This inspires him or her to improve his or her skills. The students blossom, speaking up in discussions, becoming avid readers and prolific writers, and continuing to seek new information.

3f. How the project recognizes and rewards student progress and achievement.

When a student demonstrates improvement and growth, that achievement, no matter how small the increment, is recognized. The teacher, Barclay/Calvert coordinator or principal calls the parent with the good news. Improvements, large and small, are also recognized with hugs, stickers, and recognition before peers. A culture develops among the children, who are aware of each other's progress. They each possess an incentive to want to do more. They also encourage and praise (or sometimes scold) each other. The Student of the Week program and the Terrific Kids Assembly reinforce this culture of achievement.

Parents are closely involved in the process of evaluating and planning for the child's continuing growth. Parents are encouraged to applaud the child's achievements and to express pride in the child's work. They are charged with helping the child to develop continuing motivation and perseverance.

3g. How classroom activities are managed to maximize instructional time.

The program at Barclay School emphasizes that children must focus on the teacher, or the person who is presenting information. In small groups the teacher or Chapter I tutor focuses even more directly on the particular needs of the children in the group. There is a school of thought that emphasizes that a lack of ability to focus is one of the biggest problems for those who are disadvantaged and seem to be poor learners. In order for Chapter I students to make gains they must develop the ability to make eye contact, and must gain the feeling that the information being presented by the teacher has personal relevance. Training in this regard starts in the morning when each child greets the Barclay/Calvert coordinator with a hand shake, and is expected to look her in the eye and say good morning.

When all of the children are working together in the classroom, a tutor, teaching assistant, or volunteer stands close to the Chapter I child. When the child seems uncomfortable or asks for help, help is immediately given. Everything in a Barclay/Calvert classroom is there for a purpose and serves a particular need, for example the manipulatives for math and science, the libraries, the dictionaries. These materials are integrated into formal lessons but they are also resources on which students are encouraged to draw independently. When their regular work is completed, students may turn to these resources. When they are in the midst of writing a composition, they may go on their own to the dictionary. For the Chapter I child to be in this setting with his or her peers, learning the same lessons of independent problem solving and self reliance, is a major contributor to the growth of self-esteem and the ability to think and learn beyond the basic skills.

4. SCHOOLWIDE ACCOUNTABILITY

4a. Examples of ways in which evaluations result in individual student improvement as well as in project improvement over time.

The strength of the Chapter I program at Barclay is its flexibility. Since students are served in their regular classroom, often in a small group format, it is possible to provide each child with immediate feedback. Monthly assessment, and assessments at the end of each curricular unit, provide data upon which to make decisions regarding group placement for all skills on a frequent basis. The Chapter I student moves ahead, or moves back for a breather, in accordance with his other ability level and the degree of difficulty of the curricular materials. The system responds rapidly to the growth or the difficulties of the child, allowing the child to continue to make steady progress in all curricular areas.

4b. Kinds of assessment used in the project and how results are used to provide feedback.

All students, including Chapter I students, take the CTBS each spring. A careful item analysis of these test scores before the school year ends gives the teacher specific information about the strength and weaknesses of each student. Activities can

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be prepared for each student, or for a group of students sharing similar difficulties, for the coming year. The teacher can use this information to provide parents with individualized suggestions for helping their child in the areas where additional help is needed.

Monthly evaluation of the work folder is used by both students and parents as an indicator of which areas need more effort.

The daily correction period every morning provides students with immediate feedback as to the quality of their work as well as an encouraging environment in which to correct their errors. Immediate feedback on all tasks, provided in a positive supportive manner, rather than a negative pressuring manner, provides students with clear messages as to the quality of their performance and equally clear messages about how performance can be improved.

Several times a year, individual conferences for parent, teacher and student are scheduled. More frequent conferences can be scheduled if needed. The purpose of these conferences is to provide parents with strategies they can use at home to reinforce what the children are taught at school.

SECTION III. PROJECT EFFECTIVENESS AND ACHIEVEMENT

INTRODUCTION

The performance of students who receive Chapter 1 services at Barclay School shows that successful learning does occur as a function of the Chapter 1 supports. The effectiveness of Barclay's program is demonstrated in several ways. Quantitative measures such as the average NCE gains made by Chapter 1 students on a nationally recognized test of academic skills, the percentage of Chapter 1 students who show gains of two or more NCEs on this same test battery, and the precipitous decline in the number of students at Barclay School who remain eligible for Chapter 1 services longitudinally all argue for the exceptional effectiveness of Barclay's Chapter 1 program.

This effectiveness is also demonstrated by the success with which the Barclay Chapter 1 students master the academically rigorous Barclay/Calvert curriculum. The dramatic impact that the Chapter 1 program has had on the achievements of individual students will also be demonstrated by the presentation of a brief case study of the successes of a particularly disadvantaged Barclay student.

PERFORMANCE GAINS ON THE CTBS-4

Barclay School Performance Gains

Barclay School has been administering the Comprehensive Test of Basic Skills - 4 to its entire student body for the past three years. This test battery possesses acceptable psychometric properties, is used nationwide, and is considered a valid measure of student achievement. The test instrument is administered on a spring to spring cycle at Barclay, using standard administration procedures. All Barclay Chapter 1 students take this test, however only the data for those students for whom both pre-test and post-test scores are available are included in this application. Table 1 shows the number of second and third grade students receiving Chapter 1 services at Barclay and the number of Chapter 1 students for whom both pre- and post-test data are available for each of the years covered by this application.

Table 1
Number of Students Receiving Instructional Services
(number of students with matched pre- and post-test scores)

School Year	Basic Reading		Advanced Reading		Basic Math		Advanced Math	
	Grade 2	Grade 3	Grade 2	Grade 3	Grade 2	Grade 3	Grade 2	Grade 3
1990-91	13 (12)	9 (8)	13 (12)	9 (8)	19 (16)	8 (8)	19 (16)	8 (8)
1991-92	24 (16)	23 (15)	24 (16)	23 (15)	25 (18)	17 (9)	25 (18)	17 (9)
1992-93	4 (4)	12 (10)	4 (4)	12 (10)	11(11)	15 (13)	11(11)	15 (13)

Gains in Basic Skills

As can be seen in Table 2, the Barclay Chapter 1 students demonstrate a pattern of consistent performance gains , as measured by average NCEs, for both basic reading and basic math skills.

Table 2
Basic Skills Achievement - Reading and Math (CTBS-4)
1990-1991 through 1992-1993

	Grade	1990-1991				1991-1992				1992-1993			
		# students	Mean Pre-test NCE	Mean Post-test NCE	Mean NCE GAIN	# students	Mean Pre-test NCE	Mean Post-test NCE	Mean NCE GAIN	# students	Mean Pre-test NCE	Mean Post-test NCE	Mean NCE GAIN
READING	2	12	18.89	22.18	**3.29**	16	27.31	37.50	**10.19**	4	34.25	40.50	**6.25**
	3	9	19.99	18.13	-1.86	15	29.40	25.73	-3.67	10	30.70	33.20	**2.50**
MATH	2	16	13.61	19.11	**5.51**	18	20.00	27.72	**7.72**	11	26.55	52.55	**26.00**
	3	8	10.31	17.71	**7.40**	9	22.56	29.00	**6.44**	13	25.46	32.46	**7.00**

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Gains in Advanced Skills

Barclay Chapter 1 students also show a pattern of consistent performance gains, as measured by average NCEs, in advanced reading skills and advanced math skills. These gains can be seen in Table 3.

Table 3
Advanced Skills Achievement Gains - Reading and Math (CTBS-4)
1990-1991 through 1992-1993

	Grade	1990-1991				1991-1992				1992-1993			
		# students	Mean Pre-test NCE	Mean Post-test NCE	Mean NCE GAIN	# students	Mean Pre-test NCE	Mean Post-test NCE	Mean NCE GAIN	# students	Mean Pre-test NCE	Mean Post-test NCE	Mean NCE GAIN
READ-ING	2	12	17.19	22.94	**5.75**	16	26.69	38.44	**11.75**	4	29.25	34.25	**5.00**
	3	8	19.45	18.32	-1.13	15	31.67	24.47	-7.20	10	31.00	34.10	3.10
MATH	2	16	16.71	12.45	-4.26	18	24.33	31.56	**7.22**	11	27.26	49.54	**22.27**
	3	8	17.06	17.38	0.32	9	25.11	27.33	**2.22**	13	30.38	30.92	0.54

Barclay Gains Compared to State and National Gains

The NCE gains exhibited by the Barclay Chapter 1 students often equal or exceed those reported for the State of Maryland and for the nation, as can be seen in Table 4. The Barclay scores which exceed the state and national scores are presented in bold type.

Table 4
Average NCE Gains on the CTBS-4 for Barclay as
Compared to State and Nation Average NCE Gains

		Barclay			State		Nation	
		90-91	91-92	92-93	89-90	91-92	89-90	90-91
Grade 2	Reading-Basic	3.29	**10.19**	**6.25**	0.54		5.00	5.00
	Math-Basic	5.51	**7.72**	**26.00**	5.90		5.80	4.30
	Reading-Advanced	**5.75**	**11.75**	**5.00**	3.38	4.30		
	Math-Advanced	-4.26	**7.22**	**22.27**	3.29	3.80		
Grade 3	Reading-Basic	-1.86	-3.67	**2.50**	2.24		3.70	3.90
	Math-Basic	**7.40**	**6.44**	**7.00**	4.70		4.40	3.30
	Reading-Advanced	-1.13	-7.20	3.10	3.30	5.30		
	Math-Advanced	0.32	2.22	0.54	-6.04	4.20		

OTHER INDICATORS OF STUDENT ACHIEVEMENT

The data described in the preceding section demonstrate the overall effectiveness of the Barclay School Chapter 1 program. The beneficial effects of Barclay's program are often more impressive than can be expressed by average NCE data. Three additional pieces of information help to show the true degree of effectiveness of the Barclay program.

Percentage of Chapter 1 Students Who Gained 2 or More NCE's on the CTBS-4

A large proportion of the Barclay Chapter 1 students gained 2 or more NCE's on the CTBS-4. These impressive gains occurred during all three years of the reported period, and can be seen in Table 5.

Table 5
Percentage of Students Receiving Services
Gaining 2 or More NCE's on the CTBS-4

School	Basic Reading		Advanced Reading		Basic Math		Advanced Math	
Year	Grade 2	Grade 3	Grade 2	Grade 3	Grade 2	Grade 3	Grade 2	Grade 3
1990-91	61%	33%	61%	50%	47%	88%	26%	50%
1991-92	46%	26%	46%	26%	52%	35%	52%	24%
1992-93	75%	42%	50%	42%	91%	67%	91%	43%

Decreasing Number of Students Eligible for Chapter 1 Services

Throughout the tenure of the Barclay Chapter 1 program, students have been selected as being eligible for Chapter 1 services if their performance falls below the 32nd percentile on the CTBS-4 (or CAT). During the three years covered by this application, the number of second and third grade students eligible for Chapter 1 services at Barclay has declined dramatically. The number of second and third grade students eligible for Chapter 1 support decreased by 61% from 1990-91 to 1991-92. This number further decreased by an additional 25% from 1991-92 to 1992-93. This represents a 71% decline in the number of eligible second and third grade students over the three year period. The Barclay program is working so well that it is working itself out of a job. The number of students eligible for Chapter 1 services over the three year period reported in this application can be seen in Table 6.

Table 6
Total Number of 2nd and 3rd Grade Barclay Students
Receiving Chapter 1 Services
(based on CTBS-4 test results)

School/Program	Reading		Math		Total # Students
Year	2nd	3rd	2nd	3rd	Served
1990-91	53	40	12	27	132
1991-92	11	10	12	18	51
1992-93	9	13	2	14	38

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Success of Chapter 1 Students in the Regular Curriculum

The Barclay Chapter 1 program is not a "pull-out" program. Services are brought to the classroom and are fully integrated with the regular curriculum. Students in the Barclay/Calvert program receive regular feedback on their performance in all areas. The guiding principle of the Barclay/Calvert program is mastery. Students are not allowed to move forward until each step of the curriculum is mastered to an 80% performance criterion. Students are required to correct the errors of each day's work on the day on which the work was done, or on the next morning. At the end of a curriculum unit, student achievement is assessed. If the student does not demonstrate mastery, the student receives extra help until mastery is attained. Chapter 1 students are progressing without delay through the regular Barclay/Calvert curriculum. The quality of their final performance is equivalent to that of non-Chapter 1 students, as can be seen from an examination of their monthly work portfolios (see Appendix A for some samples of this work).

A Success Story

Sometimes the success of a program can best be demonstrated by a specific case. One Chapter 1 student, who is currently in the fourth grade, provides a telling example. When this student first enrolled at Barclay in the Pre-K program, she was almost completely withdrawn, essentially mute, and appeared totally uninterested in the world around her. Her home environment was very distressed. Verbal communication in the home was practically nonexistent. When the child did speak, she was virtually unintelligible due to a severe speech impediment. Initially, she was considered for placement in a special education environment.

After intensive individual help from her classroom teachers, from the Chapter 1 tutors for math and reading, and from the Chapter 1 educational assistant (which included heavy doses of phonics, much prodding and encouragement, loads of tender loving care, and after school tutoring) the student began to develop verbal skills and a reading vocabulary.

One day, when a distinguished visitor was talking with her class, she astonished her teachers by answering one of his questions. Because she was encouraged to use words, she began putting them into writing. She showed an eagerness for reading, and started reading at home and doing extra reports for school.

She now reads and write impressively (see her essay on baking cookies in the Appendix). By the second grade she was ready to be part of a small group recitation in a play (The Trial of Mother Goose) that was presented to the entire school, parents, and visitors from The Calvert School.

Even though she continues to need generous portions of encouragement, she has progressed to the fourth grade and is continuing to make impressive gains. Her 1992-

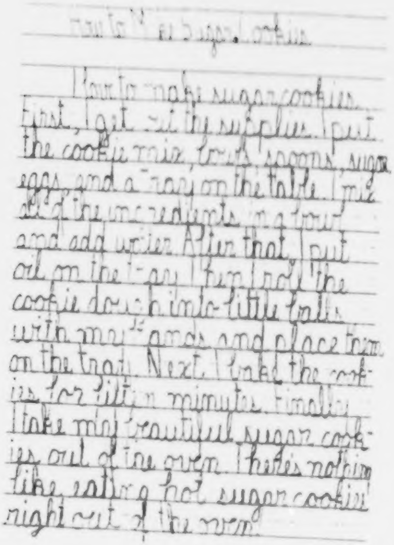
93 CTBS-4 NCEs were: 37 (reading), 30 (math), 44 (spelling), 23 (science), 42 (social studies).

Her mother, who tends to assume that all of her children are intellectually limited, repeatedly expresses delight at her daughter's growth. The mother notes that the student reads better that her 5th grade brother and writes better than her 7th grade sister.

The student is now studying World History, starting at 3000B.C., using time lines and discussing them orally and in writing with understanding. The support provided by the Chapter 1 program enabled this particular disadvantaged student to discover and develop her potentials.

CONCLUSION

The data described here, both empirical and anecdotal, clearly demonstrate the exceptional effectiveness of the Chapter 1 program at Barclay Elementary School

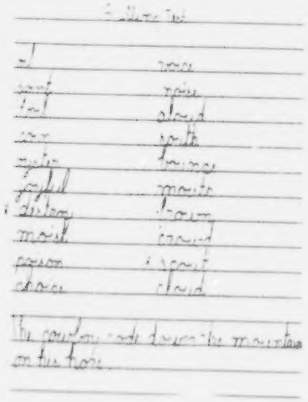


How to Make Sugar Cookies

How to make sugar cookies. First, I get out the supplies. I put the cookie mix, bowls, spoons, sugar eggs, and a tray on the table. I mix all of the incredients in a bowl and add water. After that, I put oil on the tray. I then I roll the cookie dough into little balls with my hands and place them on the tray. Next, I baked the cookies for fifteen minutes. Finally, I take my beautiful sugar cookies out of the oven. There's nothing like eating a hot sugar cookie right out of the oven!

A STORY OF SUCCESS

When this 4th grade student enrolled in Pre-K, she appeared totally uninterested in the world around her. With intensive instruction and support in the Chapter I-Barclay-Calvert Program she discovered her potential and continues to develop it now that Chapter I services no longer extend to her grade level in the Barclay local model.



Spelling Test

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joyful
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voice
noise
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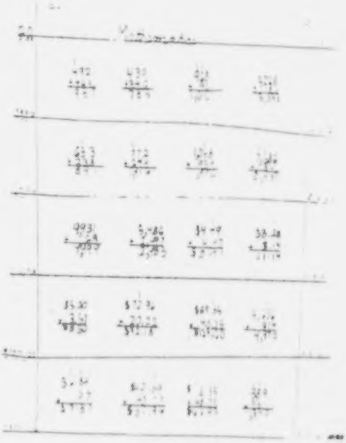
The cowboy rode down the mountain on his horse.


Mathematics

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Chairman HOEKSTRA. Good. Thank you.

Do we have that information that Ms. Williams is talking about? We do. Okay.

Mr. GUNDERSON. We are about to get it.

Chairman HOEKSTRA. Okay.

Dr. Edelin.

STATEMENT OF RAMONA EDELIN, PRESIDENT AND CEO, NATIONAL URBAN COALITION, WASHINGTON, DC

Ms. EDELIN. Thank you, Mr. Chairman.

I'm Ramona Edelin, president of the National Urban Coalition and recently appointed chair of the District's Goals 2000 State panel.

Permit me to begin by commending the leadership of the 104th Congress for making the District of Columbia public schools a priority and for your intention to be sure our children receive a world premier education.

In addition to my official roles here before you today, I am a resident of the District who has had three children in the District's public schools over the last 18 years. It is my profound hope that all of us will be able to share a common vision of what a world premier education for the District should be and that we will work together to accomplish that common vision.

In the brief time I have with you today I would like to focus my remarks on three specific areas of concern. I hope to remain involved in this process and to be able to provide our perspective on a number of other issues over time.

First, Mr. Chairman, it is not possible to overstate the need for one comprehensive plan for improving education in the District of Columbia, not 15 or 16 plans which grow out of the vested interest of everyone but our children which are never integrated into one shared vision and which therefore never succeed.

DCPS had started its own interagency process before the Goals 2000 legislation was passed and has now melded that process into our Goals 2000 work. But there are a number of other initiatives within the District and now here on the Hill which seem to be racing to establish their primacy as distinct, uncoordinated efforts. Success for our students will not result from these competing forces. We must have one comprehensive plan driven by one compelling shared vision.

The vision which our broadly diverse Goals 200 panel developed last weekend at our retreat affirms—and I quote—"Washington, DC, is a community committed to individual and collective responsibility for lifelong learning which sees youth as critical to the city's success and where equitable opportunities exist for all." Our State plan will flow out of this vision.

As we meet and talk with representatives of every sector of our population, especially our young people themselves, the residents of public and assisted housing and others who are rarely, if ever, included in these processes, we hope you will share this vision and that you, the Members of the 104th Congress, will consider yourselves a part of this community.

We shall hold the school system accountable for accomplishing its instructional goals and we shall hold ourselves accountable for becoming that village that nurtures, supports, sustains, and protects lifelong learning.

Secondly, a closely related point is the fundamental and essential need for elevating community involvement to new levels. We are not talking about businesses buying band uniforms as a form of "adopt a school" or parents baking cookies for once-a-year bake sales. We are seeking to actually become that village, community by community, which raises and educates its children together with a shared vision, high expectations, clear priorities, and mutually agreed upon accountability systems.

As a 100 percent urban school district that is devastated by hugely disproportionate numbers of children officially living in poverty, DCPS cannot accurately be compared to any other State when we look at test scores and other measures. We must in our plans structure a serious and systematic approach that will ameliorate the effects of severe poverty as well as combine the best of what we know about what to teach and how to teach and about school governance.

It is most unfortunate that Mr. Gingrich chose the Normandy invasion metaphor. Many in our city feel an invasion is precisely what is about to occur, and, believe me, the French Resistance is comparable to the resistance that invasion will confront. Why should we set this noble endeavor up to fail? We must work together in positive and productive ways deeply rooted in the commitments this committee is willing and able to make for itself and for its children.

Lastly, Mr. Chairman, since there really is no mystery about what works, we must get to the business of doing what we know. The BESST initiative Mrs. Norton has referred to, which DCPS has adopted, is an excellent approach based on the best of the research and the best of practice. With our close involvement and support, it will work.

In addition, a number of supplemental enhancements such as our organization's award-winning "Say Yes to a Youngster's Future," math, science, technology, and family development program, are operating in many but not all schools. With the appropriate intellectual, technological, and financial resources, all of our schools could be centers of excellence worthy of being chosen and accomplishing the vital role which school must play in a democratic society and global village.

We ask for your support in our efforts and commit to you at this time that we shall work with you every step of the way in this most important of all undertakings.

Thank you, Mr. Chairman and Members of this subcommittee.

Chairman HOEKSTRA. Thank you very much to the panel.

I wish I was as confident as you were that there is no mystery about what works so let's do what we know. Having gone and visited schools in a number of different places, if we know what is best, we are having an awful hard time getting there.

Ms. EDELIN. Mr. Chairman, maybe everyone doesn't know. We would love an opportunity to share with them.

Chairman HOEKSTRA. All right. Then we need to get better at designing that transition plan about from where we are to where we want to be, which is a little bit what I want to talk about, because maybe everybody doesn't know best or people—are driven by different motivators.

Some of you have talked about—Ms. Williams, I think you used the term, "the need to fight the system." I have heard that a number of different places that I have been.

Mr. Kolderie, you talked about—I had never heard that term before, but it is perhaps an accurate description—a public utility corporation, which puts it in a much different perspective than how we usually talk about it.

I think maybe for Mr. Lightfoot and Ms. Patterson, to begin with, as you take a look at this, how long do you think the reform process will take? Because we have got somewhere in the neighborhood of 60,000 to 80,000 kids out there, and how long—what time objectives have you set, and how will you benchmark your success, and at what intervals?

Ms. PATTERSON. Frankly, that is not a conversation that I have had with my colleagues in terms of benchmarks for this particular legislation. However, I'll just share with you my own view of it.

Chairman HOEKSTRA. Not necessarily about the benchmark for it. I mean actually talking about the impact that we are having on the kids in the schools.

Ms. PATTERSON. I guess being a very practical person, if we have one more good school that is a success. If we have one more kid getting a better education, that is a success. That is one of the reasons, even if there are only one or two charter schools the first year and three or four the second year, I would say that that would be a success.

I guess my practicality comes out of my experience in trying to see what can work. That is the reason I favor this approach, because I think it can get you to, as I said, meet that test of a better education for individual children.

Mr. Kolderie said something about doing the systemic change would come later, and I think that is right. I think when we are showing what can happen when you give principals greater freedom in having their teachers—placing their teachers in schools, the superintendent has had some success with that in the past with three schools, and now he is trying two additional schools.

I think these are all parts of a package and parts of things we need to be doing all at the same time, but I'm sorry I can't give you a time frame.

Chairman HOEKSTRA. Yes, you are absolutely right, one school that is a significant improvement is a success, but it is primarily a success for only those parents and those children that go to that school.

Mr. Lightfoot.

Mr. LIGHTFOOT. Yes, Mr. Chairman, I think we can't look at this chartered school by itself. It is part of a broader systemic effort to change education in the District of Columbia. The Superintendent has, to his credit, started down this road, and there are certain reforms he has already started, I think we need to continue. Chartered schools are just one of them.

You have heard testimony about inside the public schools right now. The legislation Ms. Patterson and I have introduced would authorize it not just in a public school and make some other changes. The effort has started.

The superintendent has been here for four years. I really think it took him at least two years to get a handle on certain things.

How are we going to measure success? By the test scores. By student achievement. I don't think there is any other thing that makes sense to me right now. As we see our students improve more and more in school, then we will know we are making a difference. If the test scores don't go up, then we haven't achieved any success.

Frankly, I also see a willingness on the part of the bureaucracy, the superintendent, to accept change. I think we will know we are making a difference.

Our system, unfortunately, for many years has been a quagmire very resistant to change. I think some of that is happening now, some change is occurring, some, frankly, more from finances than anything else. We have got people leaving the system for financial reasons, but it may give us an opportunity to hire more people and new people that may be more open to change.

Chairman HOEKSTRA. Mr. Kolderie, I'm assuming you probably met Mr. Lightfoot and Ms. Patterson for the first time today, so in that tone, why would we trust them, that the change that they are talking about at their public utility corporation is actually going to deliver the kind of change perhaps as quickly as what you think we might need to do it? With your experience with school systems would say lots of school systems talk about reform but they are slow on delivering?

Mr. KOLDERIE. Mr. Chairman, the Council here, the Council and mayor, kind of like a general, are in the same position as officials in general local government anywhere. If my understanding is correct, they really feel the consequences of the school system. It makes a big difference to the future of their city, to the financial condition of their city, towards its attractiveness as a place for people to live, how good the schools are.

Mayors and Councils everywhere are enormously frustrated because by and large—and I believe this is true in the District of Columbia as well—they really can't control what happens in the schools, so, like governors and legislatures at the State level, they are trying to figure out how to cause improvement in a system that they don't themselves directly own and control. You can't do this just by exhorting the public utility corporation, the Board of Education, to do better. A friend of mine likes to say if you exhort an organization to do one thing but in fact reward it for doing something else, it is probably going to do the thing you reward it for. That is exactly what is happening here.

So all you have to do is look around at mayors in other major cities, whether it is nearby or across the country, and you find the same frustration, find the same effort to move now toward these other more dynamic strategies for causing the public schools to change and improve.

Does that help?

Chairman HOEKSTRA. I'm really looking for——

Mr. KOLDERIE. I've read their proposal, and I think as a proposal it is one of the best proposals I have seen. If I were comparing it to other State laws I have seen, I would rank it well up toward the top. I have no idea what its chances are of passing in the form in which it is proposed. I have seen good bills before.

Chairman HOEKSTRA. That is what I was looking for. What are the pitfalls? What happens to good bills as they get changed by the, quote/unquote, system to set back good intentions?

Mr. KOLDERIE. There is one thing. All of the fire will be directed at the one thing that is central to the strategy, which is the establishment of some other public body that can authorize the start-up of new public schools, in this case the so-called commission that the ordinance proposes to establish.

The existing main line system does not want somebody else authorized to let new public schools start in the community, and all the pressure will be to come out with a law, an ordinance, that designates only the local Board of Education as able to authorize the starting up of a new public school. If that were to be the outcome, you would have what has come to be known around the country as a dead charter law. So it is very important to have the alternate sponsor in the picture.

This proposal here is essentially like the one in Arizona which moves to establish a new public body purely for this purpose. In other States around the country legislatures are now using public higher education institutions to authorize, to receive, consider, and act on proposals to establish new charter schools. Minnesota added that to its legislation in our session just two weeks ago. Michigan does that. Some other States use the commissioner or the secretary of education.

You might be able to do that, you might be able to use one of the federally-chartered universities in the Washington area, to do that. This community is full of quality education organizations, including the military, which you can bring in to this.

Chairman HOEKSTRA. Good. Thank you. Thank you very much. I will turn it over to Mr. Sawyer.

Mr. SAWYER. Thank you, Mr. Chairman.

I'm intrigued by Mr. Kolderie's nomenclature, as you suggested. It seems to me that if we are going to be accurate about it, that most public utilities in this country are really private, investor-owned entities that are regulated by a public body, and that that may be exactly what you are talking about trying to set up as one model of charter schools.

I don't say that as a pejorative, I say that as really a different structure than the government-owned utilities, the TVA and others and municipal power authorities that we have seen in other parts of the country, and may represent a workable alternative model.

I guess it is fair to say though that what you are talking about is breaking up vested decisionmaking authority with regard to who can create a public education entity, and I commend you for raising that before us today.

I want to thank Ms. Williams for bringing more material than I can digest sitting here. You did a marvelous job of summarizing your testimony, and I look forward to going through it in some detail.

Let me ask just three very basic questions, and I would like to direct it largely at Ms. Patterson, Mr. Lightfoot, Ms. McNeill-Vann, and Dr. Edelin. And that is this. As we sit here as a committee, could you tell us briefly, each in turn, what should we do as an authorizing committee of the United States Congress, what should we not do, and what authority do you lack to do the things that you think you need to do?

Ms. PATTERSON. I can make a couple of suggestions. One is, if you do see some time soon a comprehensive education reform package coming forth from the City Council, give it your approval. That would be one thing.

Mr. SAWYER. Do you need our approval?

Ms. PATTERSON. We need Congress to not reject legislation that we bring forward.

Mr. SAWYER. Don't shoot you down when you take your own action?

Ms. PATTERSON. And don't augment it in any major way, would be my request.

But, frankly, there are some things that this Congress has done in the past that I think are helpful to meeting some of the comprehensive needs, and I would say don't undercut them.

I think in particular of a point Mr. Lightfoot made about schools being community hubs. That was one big part of the crime prevention package that was part of the crime bill, and Ken Amos, who is a member of the Goals 2000 panel, I know worked with folks on the Hill on that particular piece. Don't undercut that. I mean that is a particular source of useful funding for the city that can help bring that community schools notion into being with programs in the dark of night and so forth.

I think there are other things that can help build communities, and anything that can help build communities helps have stronger community schools. Some of the family preservation, family support, dollars that have come from this Congress have been very helpful, and the city is working on those programs, because the schools need to serve the children who arrive there and they bring some of their problems, they bring their community issues with them. I think not undercutting some of the ways that the communities themselves can be strengthened would be on my list.

Mr. SAWYER. Mr. Lightfoot, let me repeat, what should we do, what should we not do, and what authority do you lack to do what you know you need to do?

Mr. LIGHTFOOT. Well, first, what not to do. I guess I would ask, please don't impose anything upon us. I think this has to be done in a cooperative spirit in consultation with us as elected officials and our congressional delegate, and I want to thank you for the hearing because I think it is offered in that manner.

Having said that, if we are able to make a decision locally—and it will be difficult for the very reason that Mr. Kolderie said; we are fighting an establishment, it is a monopoly, they want to maintain their turf, but that is a local fight for us—if we are able to win this fight and be able to create a law that establishes this, and if we can do it in a way that he said really is a better model for the rest of the Nation, I would ask you to help us fund this activity, because if it truly is something that the rest of the Nation can look to as a model, then I think the rest of the Nation has an interest in seeing it is properly funded.

I would also ask that you help us to encourage the Federal institutions that are here to play a greater role in our education in that process. The Library of Congress is a major resource that could do much more for us and our public schools. The Smithsonian is something that everyone could benefit from, and I don't think we are quite as involved with them as we should be. And I will say the military, to their credit, at least the National Guard, has done certain things for us.

So I think those are some of the things that I would like to see you do, not do. The authority we don't have, I want to abolish the school board, but that is an issue I have got into down here locally.

Mr. SAWYER. Mr. Chairman, if I could just ask for latitude so we could get through each of the answers.

Chairman HOEKSTRA. Yes.

Ms. MCNEILL-VANN. I guess I would like to first of all reiterate what the Council members have both said, which is basically that Congress respect the rights of the community of the District of Columbia, and that is really utmost in my mind.

In terms of authority—and I think again this goes back to the DC government more so than Congress—is that we really do need to look at ways to free schools to function in the ways they know best and not getting caught up in some of the kinds of red tape, and I think that the superintendent's reform package and other measures are a way to have some flexibility and recognize that, just as we know all children don't learn the same way at the same time, that there are a variety of ways that we can educate them and fulfill our mission, which our ultimate mission is to create citizens who can function well in the 21st century.

Mr. SAWYER. Dr. Edelin.

Ms. EDELIN. Thank you, Mr. Sawyer.

One thing I would like for you to do is join us in the deliberations, actually come to some of the sessions and get to know and really become a part of the District of Columbia as a community. As you know, schools don't exist in a vacuum. We don't teach about lordship and vassalage in American public schools because there are no lords or vassals in American society.

A lot of what we are really going to have to get down to at the end of the day is that the inequality in schools themselves is really not the primary issue, the primary issue is the inequality in society, and the people of the District of Columbia and the children of the District of Columbia know that they are relegated to the lowest rungs on the work ladder, they know that their fate is at Lorton more than it is at Howard University or the University of the District of Columbia, GW, or AU—in other words, that they are in prison in larger numbers than they are in college. They know that their parents and the adults in our society are being received and controlled and disrespected on lots of other levels, and therefore they will not learn until we get another equation in society as well as in schools.

So I would really strongly encourage you to get to know this community and see its great strengths and assets a little bit better.

Mr. SAWYER. Let me suggest just as strongly that it is not my goal to govern the DC schools.

Ms. EDELIN. Oh, I don't believe it is, sir. I don't believe it is anyone's goal to do that.

Mr. SAWYER. And I will promise you this. I will make the effort to become as involved as possible. I also have to tell you, I probably won't get as involved in the DC School District as I am in my own district and the schools in my district where I have a vested interest as a citizen and as a parent. But I want to make sure that we don't get in your way; I want to make sure that DC schools have the full measure of authority that you need to make the decisions that you are best able to make for yourselves.

Ms. EDELIN. I hear you, and we appreciate that.

It was mentioned by members of our group that, unlike other cities that have an industrial base, we don't have a Coca-Cola or some other major corporation, a Federal Express like you have in Memphis that just makes the schools their priority. The Federal Government and the District government are our businesses, and so to the extent that you can or members of your staff can actually become involved in that work as long as you are making this a priority of yours, it would be cherished.

Mr. SAWYER. Nor do you have an overarching State administrative governance structure that virtually every other city your size has in the United States.

Ms. EDELIN. Right. It is one and the same, exactly.

As far as what you should not do, I would hope very much that if we come up with a plan which our Council can accept and which the Department of Education would fund, that recisions will not suddenly hit the Goals 2000 pot of money and that you would support this five-year plan which would give us the first continuity we have had as a State District, and also, in terms of the authority that we lack, I think we do have some waivers built into the opportunity there. I would hope that they would be honored once we identify what they should be.

Mr. SAWYER. The waivers in Goals 2000 were clearly an intended part of it. They weren't sufficient for some, but I understand they remain important even as they are.

Mr. Chairman, I really appreciate your latitude. And if any of you have further thoughts on those three specific questions, I would really welcome the chance to hear from you.

Thank you, Mr. Chairman.

Chairman HOEKSTRA. Chairman Goodling.

Chairman GOODLING. Thank you, Mr. Chairman.

Just a couple of observations. I get up on the mountaintop in the morning when I think about this challenge that the Speaker offered to Mr. Gunderson and myself initially, as to what we might be able to do to help the residents of the District of Columbia have the model school for the Nation. And, then sometimes by the end of the day I become awfully depressed wondering just what role we can play and how effective we can be, and I become depressed, you know, when I read that the first goal of the newly elected president of the Washington Teachers Union is to oust the superintendent.

I would think if I were the newly elected president my first goal would be to see how I could improve instruction 100 percent. My second goal would be to see how I could improve learning 100 percent, and my third goal would be what I could do to make sure that children love to come to school and are very productive and do very well in school, and I would try to improve that 100 percent. So I get a little depressed when I read that is the major goal.

Having been a superintendent and also have been a president of a school board, I realize that if you don't have an educational leader that all realize is the educational leader, both—and initial educational leader overall plus the educational leader in each building—and then some other entity tries to become that educational leader, I can guarantee you, experience has shown that that is the end of the school system, it will be productive.

But after hearing your testimony, you know, I have been 20 years sitting here listening to testimony—and I have to confess, and I have another constituent of mine downstairs testifying—that this is the finest panel I have ever heard before us, and I don't—as most people know, I don't often give lot of compliments. Normally I'm bored to death, normally I'm trying to keep awake, normally I'm doing my work that I should be doing some other time.

Mr. SAWYER. Should we testify to this as well?

[Laughter.]

Chairman GOODLING. Because they are just reading me to death.

But it is the finest panel I have ever heard, and it gives me hope that there is something that we on this side of the table can do to help all of those of you on that side of the table improve the school system dramatically and make it the model for the country.

Ms. Williams, if you saw me smile when you talked about Chapter 1 it wasn't what you were saying, it was the fact that I was sitting here thinking I sure hope they know after $40 billion over 35 years what Chapter 1 is all about, because if they don't I would be awfully embarrassed.

So we are here, again, to do whatever we can do to help you, but we are not going to get involved in any of your own political turf battles or anything of that nature. Your representative in the Congress will keep us straight along those lines. But we are here to do whatever we can to meet this challenge that the Speaker threw out to us and to work very closely with you, and I would be very happy to attend meetings when I can, because I want to find out exactly, you know, what role we can play. Only you can tell us that.

I thank you.

Chairman HOEKSTRA. Ms. Norton.

Mrs. NORTON. Thank you, Mr. Chairman, and I thank Chairman Goodling as well for his kind remarks about the panel, many of whom are my own constituents, and his remarks at the last hearing, the spontaneous remarks about self-governance and the need for the committee to fit with the governance and the home rule in the District, and I recognize that much that has been discussed here obviously is for DC to do, and yet it was important for the committee to hear what DC is doing to fertilize the committee itself about how the committee might fit into the District's own priorities.

I just want to take perhaps the opposite side of what Mr. Sawyer asked to begin with, to ask the DC residents, if the Congress were to provide additional funds to implement ideas or programs in the development of which the District participates, do you think that would be an appropriate role for this committee?

Ms. EDELIN. May I go?

Mrs. NORTON. Yes.

Ms. EDELIN. Yes. We really are in need of broadly replicating District-wide some of the initiatives that have proven so very effective in bringing particularly parents and communities in tandem with the schools. We need better school-linked comprehensive services for children who are in school and also for children who are out of school.

One of the things that OERI has asked me to look into is providing better comprehensive school-linked services for homeless and migrant and immigrant and runaway and children involved in gangs and other troubled young people. There is very little in our shrinking budget that can help us to do that.

In addition, we need a technology infrastructure almost from scratch, and that will require new resources as well in addition to what grows out of——

Mrs. NORTON. I'm not really asking about programs, I'm just trying to—there has been confusion in the city about what this relationship would be and would encounter, because essentially it has been defined by others, but even before the committee could itself proceed in its work, and I'm simply trying to erase that confusion. I find the kinds of priorities that Dr. Edelin names to be particularly important.

Mr. Lightfoot, did you have something to say?

Mr. LIGHTFOOT. Yes. I'll be brief.

One thing that would help—and I think this is true not only for the District of Columbia but for urban areas throughout the country—the physical condition of our schools is in tremendous need of renovation and updating, and in talking about money I think it would certainly make sense to make funds available to assist us with renovating our plant. We have done it for our jails, and I certainly think we ought to do it for our schools, and to the extent that this committee finds it appropriate as urban policy to help children, I think we ought to give them a safe, clean, and modern place to go to school.

Mrs. NORTON. I must say, Mr. Gunderson tried out an idea on me that didn't even involve congressional funds where that might be able to be done. Some of the ideas that this charge simply encourages people to think about I found very fruitful.

Mr. LIGHTFOOT. Congresswoman, may I interrupt?

Mrs. NORTON. Yes.

Mr. LIGHTFOOT. We have a study under way in the District of Columbia—a group of citizens are doing it—about how we can leverage some of our existing buildings and our existing space that is underutilized or no longer utilized and it is school property, and use that in some kind of partnership with the private sector to leverage it so we can have money to build new facilities or renovate existing facilities, and I think the kind of thing that is probably consistent with what I hear Members of Congress talking about now, pooling resources and leveraging those resources. I think that is the kind of program which would work very well as a model for the rest of the Nation and yet be very successful in the District of Columbia.

Mrs. NORTON. Let me ask something about the notion that Mr. Kolderie concentrated on in his testimony and that is involved in our bill of a separate commission to charter schools. I certainly understand where that comes from in the District with impatience that the school system has not changed as much, but I would really like to ask you about—Mr. Kolderie said what should be obvious, that nobody wants something else to do what they might do. I see it, by the way, as more like a franchise than anything else. You franchise out schools to do various or different things, and you try to promote competition. We know that competition helps a lot to make people want to improve.

Have you found that these schools, these schools that have been chartered, can promote competition without promoting a destructively adversarial relationship with the existing school system, which, after all, still has the responsibility for most of the children in the system, Mr. Kolderie?

Mr. KOLDERIE. Mr. Chairman, Mrs. Norton, that is partly a question of how the District decides to treat——

Mrs. NORTON. No, I'm asking now for actual experience. Surely there is some experience that would guide Mr. Lightfoot and Ms. Patterson, who have introduced a similar bill.

Mr. KOLDERIE. I think Boston is an important case, the charter law passed in Massachusetts in the summer of 1993. It is, I think, the only charter law in the country that gives the local board of education no role, does not empower the board to create charter schools. It passed at a time when the Boston schools were heading into a strike that didn't get ultimately settled until November.

About six months later, the Boston schools, largely at the initiative of the Boston Teachers Union, had responded in the revision of their contract in 1994 by creating a program of in-district charter schools themselves. They didn't have the powers of State law available, but they were able to make it attractive by granting waivers from District policy and waivers from virtually all of the union contract for about eight pilot schools that will go into operation this September at the same time the first round of the State's charter schools. In a way it is competitive.

There was a good program, school program, in Boston called Fenway, which was different and was having some difficulties in Boston and applied to go into the State program. When the Boston in-district charter program appeared, they went to Fenway and said we would like to keep you in Boston. All of a sudden, this school found itself being wooed by both charter programs and, interestingly, in the end decided to stay with the City of Boston. It is going to be very interesting to watch these dynamic effects between the State program and the city program in Boston.

Mrs. NORTON. Was it the Board of Education that chartered—it was the Board of Education that chartered those schools, or did you say the city did?

Mr. KOLDERIE. The schools in Boston a couple of years ago.

Mrs. NORTON. The industry—industry schools.

Mr. **KOLDERIE**. There is no Board of Education, I think, in Boston. It was taken back several years ago into the structure of general city government.

Mrs. **NORTON**. But it is the same concept, the same people.

Mr. **KOLDERIE**. Exactly. They went off and created their own in-district charter program in response to the stimulus of the State program. It is a useful, if you will, competition.

Chairman **HOEKSTRA**. We have a vote. I think we have one vote. I will dismiss this panel. Thank you very much for being here. It was very informative, very helpful, and hopefully we will be able to reconvene in 15 to 20 minutes.

[Recess.]

Chairman **HOEKSTRA**. The subcommittee will reconvene.

I express my appreciation to my colleague, Mr. Sawyer, for being here, and especially also to this panel for what I was hoping would be a 15-minute interruption, and ended up being slightly over a hour.

Excuse my prediction skills, but my background is marketing. So for those of you that come from a marketing background, you know, we were always the ones that put together the forecast for new products and then told salespeople to go out and achieve them. And we were always much more optimistic than what they were. So we will begin with the second panel.

Let me introduce the second panel. We have Dr. Mabel Gaskins, who is a Vice President of Educational Alternatives from Minneapolis, Minnesota, welcome. Dr. Deborah McGriff, who is a Vice President of the Edison Project from New York, welcome. Mr. Heydinger—Heydinger?

Mr. **HEYDINGER**. Heydinger.

Chairman **HOEKSTRA**. Heydinger from Public Strategies Group, Incorporated, from St. Paul, Minnesota. And Dr. Jonathon Gillette from The Comer Project for Change in Education, New Haven, Connecticut.

Thank you very much for being here and we will begin with you, Dr. Gaskins.

STATEMENT OF MABLE GASKINS, EDUCATION ALTERNATIVES INCORPORATED

Ms. **GASKINS**. Thank you.

Thank you, Chairman Hoekstra, council members and distinguished guests. I thank you for this opportunity to present to the Committee on Economic and Educational Opportunities this testimony on urban education reform.

I will be talking about public-private partnerships. We saw the word "privatization" and I know I used it in my testimony to you, but privatization sometimes in education, people think of privatization as private schools. We enter into public-private partnerships and the schools do remain public schools.

There are 15,173 school districts in the Nation, spending approximately $250 billion for more than 42 million students. Each district is independent, although the degree of control differs from State to State.

What is most striking about the Nation's education system is the complete lack of diversity when it comes to the way these entities are so nearly alike in organizing and practice. Even Albert Shanker, President of the AFT, has wryly noted, if one-quarter of the products on an assembly line don't work when they reach the end of the line, and another quarter fall off before the end of the line, the solution is not to run the line longer or faster. Other, different production processes must be created.

Private industry in America has not remained stagnant. They have created their own demand. The United States Post Office, United Parcel Service, and Federal Express, have revolutionized the postal system through a competitive approach.

Our schools are in trouble. And until schools have to compete with the consequence of losing dollars and/or jobs, school reform will probably not happen. Public-private partnerships are a positive catalyst for change that preserve and enhance what is right with America's public education system. Private companies bring management expertise, cost-containment techniques, and financing ability that public schools would not have available otherwise.

In general, parents, teachers, students and school administrators and communities at large want and need the critical reforms that public-private partnerships can provide, including effective learning environments that maximize students' personal and academic growth; a specific plan for improvement and a party accountable for implementation; new ideas and approaches that can produce the significant changes needed; new technology and educational resources in the classroom, right now, not a year later; a way to pay for improvements without additional tax increases; and school systems that are a source of community pride.

Now, Educational Alternatives had its beginnings in 1986. And in 1987 it opened its first tesseract school in Eagan, Minnesota, followed by a second tesseract school in Paradise Valley, Arizona, in 1988. In 1990, Educational Alternatives formed a five-year public-private partnership with Dade County public schools in Miami, Florida, to implement the tesseract instructional delivery model at Southpointe elementary school.

Then in 1992, The Alliance for Schools That Work was formed. This is the consortium of four companies, Education Alternatives, KPMG Peat Marwick, Johnson Controls World Services, and Computer Curriculum Corporation. Each alliance member brings unique capabilities, best practices and benefits to the schools, and each is committed to making schools work for all children.

In July, 1992, the alliance signed a five-year performance-based contract to provide management services to nine Baltimore City public schools. And then in 1993 and in early 1994, three additional Baltimore schools entered into this partnership.

In 1994, the Alliance formed a public-private partnership with the City of Hartford, Connecticut and the Hartford Board of Education, to provide management services to the city's 32 schools.

Does this mean I am through, this light?

Chairman HOEKSTRA. No, no, go ahead.

Ms. GASKINS. Okay, thank you.

The alliance currently provides management services to 44 schools with approximately 33,000 students. Now, when we enter into partnerships with schools, it is our intent to partner with the schools for a period of five years, to help them to develop the capacity to make all schools work for all children.

At the end of our first five-year partnership with Dade County school, we are pleased to report that the test scores for Southpointe elementary school students have risen in both reading and in math, going from the 30th percentile in each of those areas up to the 56th or 57th percentile. And Southpointe was a school that was 80 percent Hispanic students and 20 percent African-American students.

We are now completing our third year in Baltimore and during these three years, we have partnered with the schools to develop an infrastructure which will facilitate quality schools that work for all students. As a result of the partnership efforts over this three-year period of time, we want to share with you, and you can go to Baltimore to see, if you wish, and some of you will be going on Tuesday, Monday or Tuesday, I understand, that the schools are cleaner and safer, that technology is in each classroom and there are labs in each of the schools, attendance has improved for the students and staff, teacher surveys indicate their satisfaction with the partnership, parent surveys indicate their satisfaction with the partnership, and achievement gains have been modest in the first two years. Now, however, that the infrastructure is in place, expectations for greater achievement gains are higher for years three, four and five.

Now, an additional component of a public-private partnership that you might be interested in that has immediate benefits for the public schools is the for-profit structure. This means that the alliance can raise dollars and finance capital improvements. These are dollars that the schools would not otherwise have, unless a referendum were passed. These up-front dollars are then used for school improvements and enhancements such as computers, facility repairs, and energy conservation systems.

The status quo—I will finish quickly—the status quo of school districts which result in national statistics telling the story of American businesses spending approximately $40 billion every year to provide remedial training to new employees and that functional illiteracy costs America businesses $300 billion annually in lost productivity, should not be tolerated.

This profile of America's achievement decline certainly affirms the need for an alternative model for education. We are in the process of pioneering change, with built in accountability.

And I would urge you to continue to explore public-private partnerships as an alternative model for education. Public-private partnerships combines the best of the public and private sectors in a unified effort that puts children first.

Thank you.

[The prepared statement of Ms. Gaskins follows:]

Why is privatization being explored as an alternative model for education?

The following are national statistics which are probably familiar to many of you:

- Only 71 percent of all students entering ninth grade graduate four years later.
- Of the 1990 prison population of 1.1 million, 82 percent were high school dropouts. The average annual cost of maintaining one prisoner is $22,500. The national average per-pupil expenditure for education is approximately $5,800 per year.
- In the last twenty years the national average of Scholastic Aptitude Test (SAT) scores has decreased 35 points.
- In America, 47 percent of adults are unable to read well enough to determine departures on a bus schedule or write a letter explaining an error on a bill.
- American businesses spend about $40 billion every year to provide remedial training to new employees.
- According to the U.S. Chamber of Commerce, functional illiteracy costs American business $300 billion annually in lost productivity.

This profile of America's achievement decline certainly affirms the need for education reform. The current system in most instances is not working.

There are 15,173 school districts in the nation, spending approximately $250 billion for more than 42 million students. Each district is independent, although the degree of control differs from state to state. What is ***most*** striking about the nation's education system is the complete lack of diversity when it comes to the way these entities are so nearly alike in organization and practice.

Even Albert Shanker, president of the American Federation of Teachers (AFT) teachers' union, has wryly noted, "If one quarter of the products on an assembly line don't work... when they reach the end of the line and another quarter fall off before the end of the line... the solution is not to run the line faster or longer; other, different production processes must be created."

The nation desperately needs new ways to conduct the business of educating students in America.

Private industry in America has not remained stagnant—they have created their own demand, as evidence by technology; ATM machines; faxes; cellular phones; the diet, beauty, and clothing industries; exercise equipment; cars; homes; and the environment. The U.S. Post Office/United Parcel Service and Federal Express have revolutionized the postal system through a competitive approach.

In each of the above examples, a visionary or small group of visionaries had the imagination and foresight to see that there were new, different, and better ways to do things. These same talents can and should be applied to schools.

Our schools are in trouble; until schools have to compete with the consequence of losing, school reform will not happen.

Privatization is a positive catalyst for change that preserves and enhances what is right with America's public education system. Private companies bring management expertise, cost-containment techniques, and financing ability that public schools would not have available otherwise.

In general, parents, teachers, students, and school administrators and communities want and need the critical reforms that public-private partnerships can provide, including:

- Effective learning environments that maximize students' personal and academic growth;
- A specific plan for improvement, and a party accountable for implementation; New ideas and approaches that can produce the significant changes needed;
- New technology and educational resources in the classroom—right now;
- A way to pay for improvements without additional tax increases; and
- School systems that are a source of community pride.

What does private management mean for public schools? On the most basic level, it means students have the necessary tools for learning, teachers have access to copiers, faxes and telephones that work, and principals have peace of mind that school facilities are clean, safe, and well-maintained. On a broader level, it means children can log-on to computers and access a personalized education plan, teachers can benefit from weekly, customized professional development sessions, and principals can provide the instructional leadership to ensure the success of more children on a daily basis.

Such benefits may seem small steps in the long journey toward substantive education reform, but they are at the very heart of effective learning. Children won't come to school, much less learn, if they are afraid or repelled by the environment. More importantly, by assuming joint responsibility for the day-to-day operation of the schools, private companies enable teachers, students, and principals to focus their energy where it counts—in the classrooms.

The *Alliance for Schools That Work*

As a premiere provider for public-private partnerships in the country, the *Alliance for Schools That Work* represents an important idea in education: private business working with communities to create more effective and efficient educational environments in our nation's schools. Such business partnerships leave the business of providing management services to the *Alliance* so that teachers and administrators can focus on learning.

The important role of teachers and other school employees in educational reform cannot be overstated. Without the talent, commitment, and caring that teachers bring to the learning process, no educational partnership could win. For that reason, the *Alliance* actively supports teachers with professional development, supplies, instructional materials, computers, and other resources to help make their difficult jobs a little easier.

Each *Alliance* member brings unique capabilities and benefits to the schools they service, and each is committed to making schools work. Together, they effectively manage school operations and finances so that more resources can be invested in classrooms.

The *Alliance* includes the following companies:

- **Education Alternatives, Inc.**, a leader in education and school management, works in cooperation with parents, school boards, and members of the community to improve the quality of education in public and private schools. Through efficient operational management of schools and proven educational programs, Education Alternatives strives to enhance students' academic performance and personal growth.

- **Computer Curriculum Corporation**, the fastest-growing unit of Simon & Schuster, pioneered technology-based learning systems in 1967. Today its award-winning multimedia courseware provides instruction to more than one million students in K-12 schools around the world. Simon & Schuster, the world's largest educational publisher, is the publishing unit of Viacom Inc.

- **Johnson Controls-Facility Management Services**, a world leader in the efficient and safe operation of nonresidential facilities, is responsible for supervision and maintenance buildings, energy use, transportation, and other noninstructional services for schools. Johnson Controls rapidly improves school environments, while generating cost savings that can help fund classroom initiatives.

- **KPMG Peat Marwick**, the largest accounting and consulting firm in the world, is responsible for financial management assistance, with a focus on raising service quality standards, introducing cost-saving technologies, and applying advanced management techniques to improve educational administration and support. Cost savings from efficient financial management help fund increased investment in classroom resources.

The Role of the *Alliance*

The *Alliance* embraces public-private partnerships as the key to achieving district-wide, systematic change that puts children first. Acting within parameters set by a board of education, the *Alliance* works with parents, teachers, students, school officials, and community leaders to make schools more efficient, more effective, and more inviting places to learn. The *Alliance*'s working relationships reflect the uniqueness of each school district. However, the following are common to all *Alliance* partnerships:

- A board of education continues to set policy and make decisions about curriculum.
- "School governance teams" of parents, teachers, principals, and community members are integrally involved in a process that results in making key decisions about the educational program and practices in each school.
- Employees have access to additional incentives and customized staff development.

Decision making by those who have a personal stake in each school's success ensures an educational system that works for parents, staff, and members of the community—as well as the children it serves.

Our Proposal for Change

The *Alliance* proposes public-private partnerships to provide management services for schools, combining the best of the public and private sectors in a unified effort that puts children first.

We do not "take over" the schools. Just the opposite is true. A board of education continues to set policy and make decisions about curriculum; site-based school governance teams have increased authority to make key decisions about instructional delivery; and public employees have access to additional incentives and professional development necessary to excel.

We work hand-in-hand with schools or districts to develop infrastructures and processes to ensure that schools work for all children.

To help schools succeed, the *Alliance* focuses on:

- Strengthening the curriculum.
- Improving instructional delivery.
- Realigning accountability and assessment.
- Providing ongoing professional development.
- Ensuring the appropriate use of effective technology.
- Enhancing school readiness.
- Providing family, community, and school linkages.
- Ensuring financial accountability.
- Increasing and nurturing adult literacy.
- Creating a safe and secure school environment.

Members of the *Alliance* are committed to improving the educational process by increasing authority and resources at the individual schools and strengthening site-based school governance teams. Site-based decision making facilitates ownership by those ultimately responsible for making changes and implementing decisions.

Members of the *Alliance* believe that all educational models should empower parents and staff and actively involve the people who are in the best position to make informed decisions about teaching and the learning process.

The site-based school governance process includes nine specific steps:

- Building a strong school governance team.
- Developing and implementing a communications and governance structure that empowers all stakeholders at the school site.
- Analyzing internal and external data.
- Identifying factors critical for success.
- Developing vision and mission statements.
- Analyzing supports and constraints.
- Developing broad outcome statements.
- Developing an action plan specifying dates and necessary resources.
- Developing a comprehensive monitoring process.

Members of the *Alliance* take responsibility for working with site-based school governance teams to determine which educational model will be best for each school. We prefer models that are researched and proven to help students succeed. We work with schools to identify key components of appropriate models.

Whatever model a school chooses, the *Alliance* provides increased technology, more resources and materials, more staff development, and a means of setting goals and monitoring the progress of students. The *Alliance* also encourages greater involvement of parents.

Why is the *Alliance* right for you?

1. **The *Alliance* puts children first.** Improving schools and enriching the lives of children is not just our job: it's our passion. We believe that every child possesses unique gifts and talents and deserves a chance to develop them. This commitment is the basis for everything we do.

2. **The *Alliance* can achieve success.** The *Alliance*'s approach to educational improvement is grounded in experience and research. Since 1987, the *Alliance* has implemented "best practices" tested and proven to solve the problems faced in many of America's schools. We now manage a total of 44 public schools attended by more than 31,000 students.

3. **The *Alliance* redirects and invests new resources "up front."** The companies that make up the *Alliance* provide unmatched resources: revenues of more than $15 billion, and the special skills needed to improve academic results. The *Alliance*'s for-profit structure allows it to raise money and finance capital improvements with dollars that schools would not otherwise have. Examples of improvements financed with "up front" dollars include computer technology, energy conservation systems, and facility repairs. In addition, the *Alliance* offers such proprietary products as KPMG Peat Marwick's FAMIS accounting system, and Education Alternatives, Inc.'s staff development, parental involvement, and Tesseract® instructional delivery model.

4. **The *Alliance* creates a new accountability in education.** The *Alliance* offers an entirely new way of providing management services to schools. It operates freely without the restrictions of an entrenched bureaucracy. In return for increased flexibility, the *Alliance* is accountable to school boards for creating clean, safe, effective learning environments. Boards of education have the power to terminate an *Alliance* contract within 90 days without cause by a majority vote.

5. **The *Alliance* maximizes opportunities for teachers and principals to focus on learning.** By assuming joint responsibility for day-to-day operation and maintenance of the schools, the *Alliance* enables teachers and principals to focus more of their energy where it counts—in the classrooms.

Conclusion: The Face of Success

The *Alliance for Schools That Work* believes that in each and every public school in America, success has a face and a name. The child who attends school eagerly, the teacher who helps students solve problems independently, and the parent who lauds his or her child's growth are all indicative of success and a realization of the vision *Alliance* members share.

Historical Background of Education Alternatives, Inc.

1984

Control Data Corporation researches the idea of creating a "perfect school."

The research team meets with educational institutions and associations, licensing boards, teachers, parents and futurists to discover the real status of education and what might be done to solve the problems.

The research team creates a framework of best educational practices.

1986

Education Alternatives is created to bring to fruition the efforts of Control Data Corporation.

1987

Education Alternatives opens a private school in Eagan, Minn., where the company first introduces its Tesseract® teaching method.

1988

Education Alternatives opens its second private Tesseract school in Paradise Valley, Ariz.

1990

Education Alternatives forms the first public-private partnership of its kind with Dade County Public Schools, Miami, Fla., and the United Teachers of Dade to implement the Tesseract educational program at South Pointe Elementary School in South Miami Beach.

1991

Education Alternatives completes an initial public offering of 1,663,690 shares of common stock. The offering raises net proceeds to the company of $5,651,000.

1992

Education Alternatives, KPMG Peat Marwick, Johnson Controls-Facility Management Services and Computer Curriculum Corporation form a unique collaborative effort known as the *Alliance for Schools That Work*.

Education Alternatives raises $1,916,000 in a public offering of 425,000 shares of its common stock.

The *Alliance for Schools That Work* signs a five-year contract to run nine Baltimore City Public Schools – eight elementary schools and one middle school.

1993

Education Alternatives completes a public offering of 1,622,707 shares of common stock. The offering raises $31,190,000.

The *Alliance for Schools That Work* adds two more schools in Baltimore.

1994

The *Alliance for Schools That Work* adds one more school in Baltimore.

The *Alliance* forms a public-private partnership with the City of Hartford and the Hartford Board of Education to manage the city's 32-school system and improve the quality of education for more than 25,000 students. The public-private partnership, charged with the managerial oversight of an entire school district, is the first of its kind in the United States.

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Chairman HOEKSTRA. Thank you.
Dr. McGriff.

STATEMENT OF DEBORAH McGRIFF, EDISON PROJECT

Ms. MCGRIFF. Mr. Chairman, Mr. Sawyer, Mrs. Norton, I am grateful for the opportunity to talk with you today about urban education. And I speak to you this afternoon as a lifelong urban educator with experience in New York City, Cambridge, Massachusetts, Milwaukee, Wisconsin, and most recently as general superintendent of the Detroit public schools.

Throughout my 25-year career, one thing has remained constant. I have always challenged the existing system by encouraging substantial change and continuous improvement, not tinkering with the existing system.

At the end of my remarks, I will speak specifically about some of my accomplishments in these positions, but I would like to begin by focusing on saving public education by reinventing it and by making the needs of our children, not the system, our first priority.

Like Paul Hill of the Rand Corporation and the Institute on Education and Training at the University of Washington, I believe that public education requires systemic change, and that systemic change must focus on at least three things, transforming local educational governance, changing central office services, and local school operations.

But like Paul, I also believe that we cannot begin to change central offices and local schools, until we first change school governance. Changing the current governance system of public education isn't going to be easy because it requires transforming State and Federal laws and regulations, local school board policies, court orders, labor contracts, methods of allocating funds, rules limiting the use of funds by source, certification requirements and State curriculum and graduation requirements.

Contract management, charter schools, and even voucher plans that guarantee public oversight and quality control are coherent and workable alternatives to the current educational governance system, because they redefine what a school is and how a school should be governed. Charter and contract-managed schools can be managed in a dozen different ways, by parents, by teachers, by community groups, by school superintendents and boards of education, by universities and other educational institutions, and by private providers of high quality educational services.

The Edison Project, of course, is an example of such a private provider and worthy of serious consideration. Since its inception in 1992, Edison's education and technology professionals, finance experts and others, have worked to create an innovative instructional program and organizational structure.

Our public school partners will not only benefit from outside expertise, but also from a capital investment of more than a million dollars, while maintaining local public control. Our founder, Christopher Whittle, our President and Chief Executive Officer, Benno Schmidt, former President of Yale University, and all Edisonites know that partnership schools must accomplish the twin goals of serving children well and being a successful business.

Our mission is to provide world class education for all students at an affordable price. Our schools develop students' academic capacity and their creative and expressive power, enhance students' sense of values and strength of character, encourage their civic virtue, and support their physical fitness and health.

Reinventing public education requires bold leaders willing to end bureaucratic gridlock. School board members, educators, support staff and union officials, must be willing to scrutinize each element of school design and discard those that do not help children learn. Daring parents must demand excellence, while communities discard old 19th century ideas and systems that no longer work.

Together, they should design new schools and prepare students for the future. The Edison Project has found four communities committed to reinventing public education. In the fall, each community will open an elementary partnership school.

Charter schools will open in Mount Clemens, Michigan, and Boston, Massachusetts. In Boston, our partnership is with the Horace Mann Foundation. Our partnership in Mount Clemens is with the local school board. Contract managed schools will be opened in Sherman, Texas, and Wichita, Kansas, in partnerships with the local boards.

We have already identified two additional communities that will open schools in 1996, Colorado Springs, Colorado is a charter school with the local school board, and we have a charter with the Detroit—with a community group in Detroit that was chartered by Central Michigan University. Edison partnership schools will move beyond the appearance of change by implementing a comprehensive model of school transformation, one incorporating changes in school organization, curriculum, teaching methods, assessment and accountability, time, professional development, school governance, family and community involvement, and the use of technology.

In seeking appropriate solutions, we recognize that communities and even schools differ, and no one solution is always the right solution for every community. Our school reform experts have identified partnership essentials and values that cover about 70 percent of our school design. We collaborate with parents and educators in a community to locally customize the design, and local customization include such things as themes, integrated community resources such as museums and universities into the design, or modifying curriculum standards to meet State and local expectations in accommodating legal and regulatory environments.

The core elements of our design build on the work of the most effective and the most efficient public and private schools around the world. Our school organization allows teams of diverse teachers to work with the same students for several years.

Our own world-class standards, instructional methods that motivate and performance-based assessment, a longer school day, a hour or two longer, and a longer school year of at least a month, we have a 210-day school year, and technology for an information age, will create a new and exciting learning environment.

Our technology as a second language philosophy and curriculum placed a computer in the home of every family, a laptop in the lap of every teacher, and technology at the fingertips of students and teachers any time of the day. There are four computers placed in every classroom, each specialty classroom, our world language, music, art and physical education classrooms, each have a computer. And the library media center will have 10 permanent computers and may also house additional computers that can be loaned to teachers for classroom activities.

Our computers don't stand alone. We developed our own computer on-line network called The Common. This connects parents and students and teachers. The schools in Boston will be connected to the school in Michigan and Wichita, and they will also be connected to the staff development and other resources of the Edison central office in New York. Parents are actively involved in our schools through the Parent Advisory Council, or our Board of Friends. And they are also encouraged to tutor, to volunteer, to serve the school in a number of ways.

But most important of all, Edison partnership schools are accountable to their communities. The Edison partnership can be dismissed at any time the community is not satisfied with our performance. To succeed, the Edison Project must do good and do well.

In terms of changing central office, our central office will provide three services to local schools. They hold local schools accountable, they intervene when schools miseducate children, and they provide local staff development. In 1968, Dr. Kenneth Clarke, distinguished professor of psychology emeritus at City University of New York, predicted that the development of these and other alternatives to the current public school system would be attacked by defenders of the present system as attempts to weaken it and thereby weakening or possibly destroying public education.

We met many obstacles, and I list those in my testimony, I will not reread them, but the issue is clear. The current school finance and governance monopoly must end. Government-run schools cannot be the only option for delivering public education. Autonomous and accountable, contract and charter schools, including Edison partnership schools, must be created to provide options for the current system while meeting the needs of students. The issue of local school accountability, changing governance, and changing the local school, are required to provide systemic change.

When I was superintendent, I focused mostly on local school empowerment, choice for teachers and parents, and diversity of school programs. But this is not enough. If a superintendent does not have the authority to close failing schools, all of these things will not provide excellent education for all kids.

[The prepared statement of Ms. McGriff follows:]

Testimony by Dr. Deborah M. McGriff
Senior Vice President, Public School Partnership
The Edison Project
Committee on Economic and Educational Opportunities
U.S. House of Representatives
June 8, 1995

Mr. Chairman, distinguished members of the committee, I am grateful for the opportunity to talk with you today about urban education reform.

I speak to you as a lifelong urban educator, with experience in New York, Cambridge, Milwaukee and, most recently, as general superintendent of the Detroit Public Schools. Throughout my 25-year career, one thing has remained constant: I have challenged the rigid, bureaucratic, and self-serving rules of the existing system by encouraging substantial educational change and continuous improvement, not tinkering.

The needs of our children demand that we consider what might be called "radical approaches" to changing the existing system. Specifically, we must focus on saving public education by reinventing it, and making the needs of our children, not the system, our first priority.

Like Paul Hill of the Institute on Education and Training, I believe systemic change must focus on at least three things: transforming local educational governance, central office operations and local school operations.

Paul defines governance as "...all the prescriptions and constraints that define and limit what a school is, how it is administered, who can attend it, who can teach in it, what resources the school has, what services its staff must provide, what courses students must take, and what students must be able to demonstrate before they graduate." Paul Hill concludes that school governance must be reinvented before there can be any realistic hope of central office and local school reform.

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Changing the current governance system isn't easy because it requires transforming:

- state and federal laws and regulations;
- local board policies;
- court orders;
- labor contracts;
- methods of allocating funds;
- rules limiting the use of funds by source;
- certification requirements; and
- state curriculum and graduation requirements.

Contract management, charter schools, and even voucher plans that guarantee public oversight and quality control are coherent and workable alternatives to the current educational governance system because they redefine what a school is and how it should be governed.

Charter and contract managed schools can be managed in dozens of different ways: by parents, by teachers, by community groups, by school superintendents and boards of education, by universities and other educational institutions, and by private providers of high quality educational services.

The Edison Project, of course, is an example of such a private provider and worthy of serious consideration.

Since its inception in 1992, Edison's education and technology professionals, finance experts and others have worked to create an innovative instructional program and organizational structure. Our public school partners will not only benefit from outside expertise, but also from a capital investment of more than a million dollars, while maintaining local public control. Our founder Christopher Whittle, our President and Chief Executive Officer Benno Schmidt, and all other Edisonites know that partnership schools must accomplish the twin goals of serving children well and being a successful business.

The mission of The Edison Project is to provide world-class education for all students at an affordable price. Partnership schools will develop students' academic capacity and their creative and expressive power, enhance students' sense of values and strength of character, encourage their civic virtue, and support their physical fitness and health.

Reinventing public education requires bold leaders willing to end bureaucratic gridlock. School board members, educators, support staff, and union officials must be willing to scrutinize each element of school design and discard those that do not help children learn. During parents must demand excellence, while communities discard old 19th century ideas and systems that no longer work. Together they should design new schools that prepare students for the future.

The Edison Project found four communities committed to reinventing public education. In the fall, each community will open an elementary partnership school. Charter schools will open in Mount Clemens, Michigan and Boston, Massachusetts. Contract managed schools will open in Sherman, Texas and Wichita, Kansas.

Edison partnership schools will move beyond the appearance of change by implementing a comprehensive model of school transformation - one incorporating changes in school organization, curricula, teaching methods, assessment and accountability, time, professional development, school governance, family and community involvement, and the use of technology.

In seeking appropriate solutions we recognize that communities and even schools differ and no one solution is always the right solution for every school community. Our own school reform experts have identified partnership essentials and principle values that cover about 70 percent of a school's design. We then collaborate with parents and educators in each community to locally customize the remainder of the school design. Local customization includes special themes such as arts and sciences, integrating community resources such as universities and museums into the school design, modifying curriculum standards to meet state and local expectations, and accommodating local legal and regulatory environments.

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The core elements of our school design build on the work of the most effective reform efforts in public and private schools around the globe. Our school organization will allow teams of diverse teachers to work with the same small group of students for several years. World-class curriculum standards, instructional methods that motivate, performance based assessment, a longer school day (one to two hours longer) and a longer school year (approximately one month), and technology for an information age will create a new and exciting learning experience.

Our Technology as a Second Language philosophy/curriculum requires a computer in the home of every Edison family, a laptop in the lap of every teacher, and technology at the fingertips of students and teachers any time of the day. Four computers will be installed in each standard classroom. Each specialty classroom will have one computer. The library/media center will have ten permanent computers and may also house loaners.

The Common, our computer on-line network, will link educators, students, parents, and communities, giving them access to a vast array of resources and learning tools. Parents and citizens will participate in the day-to-day operation and governance of the partnership school. The Parent Advisory Council and the Board of Friends will provide formal vehicles for integrating community and parent views. These groups will meet regularly to discuss school issues and to hear families' concerns and suggestions. Each school will also look for ways to make the best use of family and community members' talents and enthusiasm. Classroom volunteers, tutors, coaches, club advisors, etc. will be welcome in partnership schools.

Most important, Edison partnership schools will be accountable to their communities, which can dismiss The Edison Project at any time if they are not satisfied with the corporation's and/or students' performance. *To succeed, The Edison Project must do good--and do well!*

Contract managed and charter schools also alter the role of the central office from a top down, command and control bureaucracy to one that provides support for the development of local schools, accountability, and intervention when schools miseducate children.

In 1968, Dr. Kenneth Clarke, Distinguished Professor of Psychology Emeritus, City University of New York, predicted that the development of these and other alternatives to the current public school systems would be attacked by defenders of the present system as attempts to weaken it, and thereby weakening, or possibly destroying, public education.

The Edison Project has encountered numerous barriers over and over again in our effort to bring a new and exciting learning experience to public school students. These include:

- The huge number of regulations, in some states as long as 6,000 pages;
- Isolation that prevents educators from knowing what others have found to be successful;
- Inertia that does more to slow reform than outright opposition ever could;
- Bureaucracy that drowns innovation in a sea of red tape;
- Miscommunications that turn parents and educators, potential allies in the crusade for better education, against each other; and
- The public school finance and governance monopoly that stifles empowerment, accountability, diversity of programs, and parental freedom to choose the school their children attend.

The public school finance and governance monopoly must end. Government run schools cannot be the only option for delivering public education. Autonomous and accountable public schools, including Edison partnership schools, must be created to provide options for the current system, while meeting student and parent needs.

Thank you very much for your attention. I look forward to your questions.

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Chairman HOEKSTRA. Thank you.
Mr. Heydinger.

STATEMENT OF RICHARD HEYDINGER, PUBLIC STRATEGIES GROUP, INC.

Mr. HEYDINGER. Chairman Hoekstra, Members of the committee, it is a pleasure to be here today and to discuss the private management of public schools.

In a sense, I think what I have to offer you is a real-world example of precisely what Dr. McGriff was talking about. It may surprise you, however, to learn that what interested the Public Strategies Group most about being here today was not the topic of the private management of public schools.

In fact, we are not convinced that private management is any better than public management. However, we are convinced that two other concepts which can drive change in urban schools is essential, leadership and paying only for results.

Let me first give you a few facts about the Public Strategies Group, and perhaps clarify some misperceptions about us. PSG is a private corporation dedicated to government reform. We do not work exclusively on K through 12 education. We do work exclusively in the public sector.

We are a small firm of 12 people. However, we bring together some of the most noteworthy thinkers on the topic of improving the services which citizens receive from their government. My partners include David Osborne, who co-invented—right, who coauthored "Reinventing Government," and is one of the primary authors of the National Performance Review, and Babak Armajani who has coauthored the well-known book on public administration, "Breaking Through Bureaucracy."

At PSG, we do see ourselves as pioneers and trailblazers. In contrast to what U.S.A. Today said yesterday in its article about private management of public schools, it was indeed the Public Strategies Group that was the first private firm in the country to be given responsibility for leading an entire public school district.

For the record, the Minneapolis public school district has 82 sites with 44,000 students and a budget of about $350 million. Because we are a private firm, we often are cast in the press as a group of business people running schools.

Back home in St. Paul, we laugh about this characterization. We are not private-sector business people, although we are running a successful private venture today. Instead, we are former public sector officials, dedicated to the notion that government matters, confident that there is a better way to deliver results that matter to citizens, and adamant to a point of being evangelical that the individuals who work in our governments today, including teachers and staff, in most cases want to deliver services to our Nation and our kids that is second to none.

Yet, it is this concept of private management that has garnered all the attention, not just here but across the Nation. At PSG, we don't think the concept of private management is the answer. In fact, we disagree strongly with the notion that private companies can provide better, more efficient services in schools than public officials. The prospect that business manages things better is certainly suspect.

Do we really believe that businesses—or that business has the answers when we see a number of business failures every year, when we know that the Fortune 500 list turns over nearly every 25 years?

Most business executives wouldn't last a year in the job of a public school superintendent with conflicting demands and public pressures. Private management is not what is interesting about our arrangement in the Minneapolis schools.

What is interesting is our three other factors. First, the school superintendency, as we call it in Minneapolis, is not being filled in a traditional way. It is filled by people who are not educational professionals. That in itself isn't necessarily good, but it should be taken as a signal that the district wanted a different kind of leadership.

Furthermore, the superintendency is filled not by one person, but by a leadership team from the Public Strategies Group. If you looked in the official record, you would see that one of my partners, Peter Hutchinson, who does spend every waking moment working in the Minneapolis schools, is the superintendent designate.

And I might add, that is only because the law demands in Minnesota that an individual, not a group, hold the chair. Yet, during the course of this past school year, six different PSG associates spent time working in the Minneapolis schools under the auspices of the superintendency. So it is very much of a team effort.

Second, our contract is a contract for leadership services. Our firm was certainly not selected because of its educational credentials. Instead, we were chosen from amongst competing finalists because leadership matters and performance counts.

The Minneapolis school board challenged us to create a radically different environment, one that values and supports the leadership of others, one that expects the best from students, families and teachers, one that celebrates success, one that prizes continuously improving its performance, and one that would speak openly about the district's problems as a precursor to finding effective solutions.

We would like to think the board turned to the very best source they could find for instilling this type of leadership, a firm with a wealth of experience in public sector leadership. At the time of hiring PSG, there was a great deal of public debate about whether our lack of educational experience would make a difference. Yet, we believed then and we believe now that there is a lot of educational experience in the school district, and that as leaders, our job is to unleash this expertise and apply it within the district.

Thus, this year, under our leadership, the district produced a new set of district wide curriculum standards. But PSG asked the Minneapolis school board to go a step further, which brings me to my third and I think most important characteristic of our arrangement in the Minneapolis schools.

The Public Strategies Group only gets paid for results actually produced by the district. It isn't what—and isn't that what effective leadership is all about? Since we are not teachers, we cannot directly affect the learning of individual students. But the board did not contract with us to be classroom leaders. Rather, the board contracted with us to lead the district.

Under the contract we have, the board owes us nothing unless we make a difference in the results actually produced in the classroom. Like any other coach, we aren't on the field. Yet, if the results aren't good, we ought to get fired, like most other coaches, I might add.

You know how the traditional model works, hire the best alternative you can find, including perhaps a private management firm, then hope for the best and pay them regardless of what happens. They typically get paid whether the staff feels supported or not, they typically get paid regardless of whether the students learn, they typically get paid whether or not minority children are learning as fast as majority children, and they typically get paid whether or not parents are involved in their children's education, one of the most critical determinants in student success as research shows.

The contract between the Public Strategies Group and the Minneapolis public schools is much different. We simply don't get paid for showing up. At the beginning of each year, we negotiate with the board a district improvement agenda. On this agenda are short-term results and long-term investments on which we as the leaders of the district must deliver.

This year we have objectives in the areas of student achievement, community confidence, leadership and accountability. The centerpiece of our efforts is in student achievement. It is also a mantra in our organization and in the school district.

We have four objectives within that achievement itself: school climate, family involvement, and instructional effectiveness which contribute to it. For climate, involvement and instructional effectiveness, an independent survey research firm polls every quarter a sample of 375 students, parents and teachers each, 375 each, to measure progress on these objectives. For each quarter that school climate is above the baseline measure, for example, we earn the whopping sum of $2,000.

The outcome we are almost focused on is real academic achievement of all students. This is measured through an annual achievement test, something we wish we could improve upon but is the best we have got right now. Not only must student achievement increase, but we must close the gap between students of color and other students, and between male and female students.

If this goal is achieved in 1994, 1995, the Public Strategies Group receives an one time payment of $60,000—$65,000 from the Minneapolis school district. If achievement remains the same or goes down, even though we worked very hard to improve it, the Public Strategies Group gets nothing. Progress in the district improvement agenda is reported publicly on a quarterly basis and the board must take formal action before paying PSG.

In many ways this is very comparable to some of the principles that Dr. McGriff was outlining. We believe strongly that what gets measured gets done. One of the most powerful transformation tools is to focus everyone in an organization on essential organizational outcomes.

Our experience in the Minneapolis schools, in the Illinois department of children and family services, in Vermont and other places, demonstrates this over and over again. In 1994, 1995, the maximum amount we could earn from our contract in Minneapolis is $470,000. The minimum we could get is $60,000 because the board insists on paying us $5,000 a month, even though we wish they wouldn't, for occupying the superintendent's chair.

This year we will probably earn somewhere midway in that range, between zero and $470,000. Thus, in contrast to some other privatization approaches, our price is fixed, the ceiling is set. The board knows from the beginning of the year the maximum they will pay us for leadership services. No results, no pay.

Moreover, the board does not pay us for health benefits, club memberships and other indirect costs often charged against the line item of the superintendent, and there are no costs associated with firing us. It explicitly states in our contract that the board with terminate us with only a 30-day notice.

The last time the district of Minneapolis fired a superintendent, the termination settlement cost them $187,000. It is frequently noted that the amount the district pays us is more than they would pay a traditional superintendent. In reality, that depends. No results, no pay. Good results, better pay, with a fixed maximum price.

Under the old system, the cost to the district was approximately $3.50 per child for the superintendent to hold the position. It was a fixed price regardless of results. Under our concept, the maximum we can earn is $11 per child. However, as I have said repeatedly, no results and the district gets a free superintendent for the year.

We actually are looking for ways not only in this project but others in the public sector to share the risk with the clients. But then also to share the gains. And perhaps this is the most pioneering part of our efforts. The risks, rewards and accomplishments, together, tie them together, and you have a public sector which will deliver results every bit as good as the private sector.

So our approach is not about privatization. Our approach is about holding people accountable for the results they deliver. And our approach is about change from the inside out, working with the dedicated teachers and staff of the district.

We know that public officials can deliver results. Our experience shows it. We also feel strongly that people should get paid for results they deliver. We feel like we are walking the talk, and this sends an important signal throughout the school district of Minneapolis.

Thank you very much.

[The prepared statement of Mr. Heydinger follows:]

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Testimony presented by
Dr. Richard B. Heydinger
Partner

To: United States House of Representatives
Committee on Economic and Educational Opportunities

June 8, 1995
Washington, D.C.

The Public Strategies Group and Its Pay for Performance Contract as Superintendent of the Minneapolis Public School District

It's a pleasure to be here today and to discuss the private management of public schools. It may surprise you, however, to learn that what interested the Public Strategies Group most about testifying here today was not the topic of private management of public schools, but instead to take advantage of this wonderful opportunity to talk about two topics that are "near and dear" to the hearts of everyone at the Public Strategies Group: leadership and getting paid only for results that you deliver.

But let me first give you a few facts about PSG and perhaps clarify some misperceptions. PSG is a private corporation dedicated to government reform. We work exclusively in the public sector. We are a small firm of 12 people; however, we bring together some of the most noteworthy thinkers on the topic of improving the services which citizens receive from their government.

My partners include David Osborne who co-authored Reinventing Government and was one of the primary authors of the "National Performance Review" and Babak Armajani who has co-authored the well known book on public administration, Breaking Through Bureaucracy.

At PSG we do see ourselves as pioneers and trail blazers. In contrast to what U.S.A. Today said yesterday in its article about private management of public schools, it was the Public Strategies Group that was the first private firm in the country to be given responsibility for leading an entire public school district. For the record, the Minneapolis Public School District has 82 sites with approximately 44,000 students, and a budget of approximately $350M.

Because we are a private firm, we often are cast as a group of business people running schools. In our shop we laugh about this characterization. We are not private sector business people. We are former public sector officials who think that there is a better way to deliver results that matter to the citizens and customers of public services.

Yet it is this concept of private management that has garnered all the attention. That's why you invited all of us here on this panel. Yet at PSG we don't think the concept of private management is the answer. We disagree strongly with the notion that private companies can provide better, more efficient services in schools than can public officials.

The prospect that business manages things better is certainly suspect. Do we really believe that businesses have the answers when we see the number of business failures every year; when we know that the Fortune 500 list turns over nearly every 25 years? Most business executives wouldn't last a year in the job of a school

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superintendent. Private management is not what's interesting about our arrangement in the Minneapolis Schools. What's interesting are three other factors.

First, what's interesting is that the school "superintendency" in Minneapolis is not being filed in a traditional way. It's filled by people who are NOT educational professionals. That in itself isn't necessarily good, but it should be taken as a signal that the district wanted a different kind of leadership. Furthermore, the superintendency is filled not by one person but by a leadership team from the Public Strategies Group. If you looked in the official records you would see that one of my partners, Peter Hutchinson, who spends every waking moment working in the Minneapolis Schools, is the superintendent designate -- and I might add only because the law demands that an individual must hold the chair. Yet during the course of this past school year, six different PSG associates spent time working in the Minneapolis Schools under the auspices of the superintendency. So the superintendency of the Minneapolis Schools is very much of a team effort.

Second, our contract is a contract for leadership services. Our firm was certainly not selected because of its educational credentials. Instead we were chosen from amongst competing finalists because leadership matters and performance counts. The Minneapolis School Board challenged us to create a radically different environment:

- One that values and supports the leadership of others;
- One that expects the best from students, families, and teachers;
- One that celebrates success;
- One that prizes continuously improving its performance;
- One that would speak openly about the District's problems as a precursor to finding effective solutions.

And, we would like to think the Board turned to the very best source they could find for instilling this type of leadership: the Public Strategies Group, a firm with a wealth of experience in public sector leadership.

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At the time of hiring PSG as superintendent, there was a great deal of public debate about whether our lack of educational experience would make a difference. At PSG we feel strongly that there is plenty of educational expertise in the School District, and that as leaders it is our job to unleash this expertise and apply it to our most vexing problems. Thus this year, under the leadership of Peter Hutchinson, the district produced a new set of district-wide curriculum standards.

But PSG asked the Board to go a step further, which brings me to my third and most important characteristic of our arrangement with the Minneapolis Schools. The Public Strategies Group only gets paid for results actually produced by the district. Isn't that what effective leadership is all about? Since we are not teachers, we cannot directly affect learning of individual students. But the Board did not contract with us to be classroom leaders. Rather the Board contracted with us to lead the district. Under the contract we have, the Board owes us nothing unless we make a difference in the results actually produced in the classroom. Like any other coach, we aren't on the field. Yet if the results aren't good we ought to get fired.

You know how the traditional model works. Hire the best alternative you got, including a private management firm perhaps. Then hope for the best and pay them regardless of what happens. They typically get paid whether the staff feels supported or not. They typically get paid regardless of whether the students learn. They typically get paid whether or not minority children are learning as fast as majority children. And, they typically get paid whether or not parents are involved in their children's education, one of the most critical determinants in student success.

The contract between the Public Strategies Group and the Minneapolis Public Schools is much different. We only get paid for results. We don't get paid simply for showing up.

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At the beginning of each year we negotiate with the Board a District Improvement Agenda. On this agenda are short term results and long term investments on which we, as leaders of the district, must deliver. This year we have objectives in the areas of:

- Student Achievement
- Community Confidence
- Leadership and Accountability

The center piece of our efforts is in student achievement. In that area we have four objectives:

-- achievement
-- school climate
-- family involvement
-- instructional effectiveness

For climate, involvement, and instructional effectiveness, an independent survey research firm polls -- every quarter -- a sample of 375 students, parents, and teachers each to measure progress on these objectives. For each quarter that school climate is above the baseline measure, for example, PSG earns $2,000.

The outcome we are all most focused on is real academic achievement of all students. (This is measured through an annual achievement test.) Not only must student achievement increase, but we must close the gap between students of color and other students, and between male and female students. If this goal is achieved in 1994-95, the Public Strategies Group receives a one-time payment of $65,000 from the School District. If achievement remains the same, even though we worked very hard to improve it, PSG gets nothing.

Progress on the District Improvement Agenda is reported publicly on a quarterly basis and the Board must take formal action before paying PSG. We believe strongly that what's get measured gets done! One of the most powerful transformation tools is to focus everyone in the organization on essential organizational outcomes. The District Improvement Agenda is our way of doing this.

In 1994-95, the maximum amount we could earn from our contract is $470,000. The minimum is $60,000 because the Board insists on paying us $5,000/month for occupying the superintendent's chair. This year we probably will probably earn in the neighborhood of midway between zero and the maximum of $470,000.

Thus, in contrast to some other privatization approaches, our price is fixed. The Board knows from the beginning of the year the maximum they will be paying us for leadership services. No results, no pay!

Moreover, the Board does not pay us health benefits, club memberships, and other "indirect costs" often charged against the line item of the superintendent. And there are no costs associated with firing us. It explicitly states in our contract that the Board can terminate us with only a 30-day notice. The last time the District fired a superintendent, the termination settlement cost them $187,000.

We know that public officials can deliver results. Our experience shows it. The dedicated teachers and staff in Minneapolis are proving us right every day. We also feel strongly that people should get paid for results they deliver. In this case our results are focused on leadership services. We feel that we are "walking the talk" and that this sends an important signal throughout the School District.

Thank you very much.

{Note: Attached to my formal statement is the Minneapolis School District Improvement Agenda for 1994-95 and excerpts from the Second Quarter Performance report.}

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Chairman HOEKSTRA. Thank you.
Mr. Gillette.

STATEMENT OF JONATHON GILETTE, THE COMER PROJECT FOR CHANGE IN EDUCATION, SENIOR IMPLEMENTATION OFFICER

Mr. GILLETTE. Thank you, Mr. Chairman, Members of the committee.

Let me just begin by sort of begging your indulgence. This is my first time I have ever come to speak before such an august group, and if I am blunt, it may be just I am just not familiar with your rules of discourse. And if I get carried away, it may be that I get a bit passionate about my opinions.

At the school development program, we don't have a policy group or a marketing group that might have prepped me for today. In fact, I typed this this morning in the law library at the Library of Congress.

I do feel I have a particularly unique perspective to share with you today. I have been a high school teacher and a high school administrator in New Haven public schools. I have a degree and have taught at the Yale School of Organization and Management. I have found and still own a recycling company that grosses over $1 million a year, and I am currently a sitting member of the commission board of the housing authority of New Haven, currently struggling with reinventing housing. I have also been on the school development program staff for over the past three years, when the model has expanded to over 500 schools in 30 districts, including the District of Columbia.

I see my main task today is giving you sort of an outline of the school development program in general, and particularly our work in DC, since one of the things that was wished to put forward was some of the efforts that are currently going on in the DC public schools. But first I can't help but make a few comments about privatization.

Let me say the school development program looks at the debate about privatization with some great concern. Our concern overlaps concerns also for issues of vouchers and charter schools. To begin with, much of the focus is on creating single or small clusters of exemplary schools, and experience has taught us that this can and has been done. In fact, over and over and over again.

What has not been done, and what really is the current challenge, is to sustain that excellence over time and to extend that excellence to significant clusters, if not to all schools. If you are not working on this part of the problem, it seems to me, you are going to be forced to repeat the same cycle over and over and so far again.

But secondly and more important to us is the question of whether privatization as a strategy will be subjected to the rigorous examination it deserves, or will it become today's quick-fix magic bullet.

Will rigorous questions be asked about proven track record, evidence of success, possession of skills, knowledge of schools as unique organizations?

Will that rigor challenge assumptions about the relevance of business practices in school context, the greater efficiencies of private company, the value of replacing the common good with individual gain?

And will that rigor examine some practices already researched, such as when private companies like Channel One have entered predominantly poor communities, in exchange for access to technology, which simply strip away some of the protections of our most vulnerable children from marketing blitzs?

Will that rigor also include extrapolating the consequences of creating individual commodity in the place of a learning community?

I as a father sometimes wonder when I have to grab Cookie Crisps away from my daughters in the supermarket aisles whether there is a natural relationship between private enterprise, choice and quality. If such rigor is present, then we will be better served. If not, we will be back to where we are here, not very long from now.

Now to the school development program. It began over 26 years ago when Dr. James Comer, a child psychiatrist at the Yale Child Study Center began to work with two of the lowest-achieving schools in New Haven. And what he brought was a different perspective to education, one that was grounded in human development and relationship theory. These theories are legion, and are unchallenged. They hold many simple, as opposed to simplistic, truths.

Learning is a social act and children develop along a variety of pathways, physical, psychosocial, all of which provide the scaffolding for cognitive development. With this perspective, he worked with the teachers in New Haven to develop his nine part model, which I really won't go into details.

There is much written on this and there is many literatures that you can get that describes the model. In general, it is a process of rebuilding community around students, a pluralistic community of students, teachers, administrators, parents and community members. E pluribus unum.

The focus then shifts to developing a process of student centered planning and the creation of improvement plans that are grounded in a deep understanding of the strengths and gaps that all students bring to schools. This plan takes as a part of its definition of teaching and learning the important additional components of child development and relationship building.

As a result of full implementation, which we have seen across this country, many in places I would not go in the daytime, we are uniting to make profoundly appropriate instructional and curriculum decisions that are both for children supportive and demanding, to me the hallmark of a strong relationship.

We have begun a process of working with the DC public schools a number of years ago, which began in a number of phase models which now approaches 54 different schools, working in the DC area. Based on that initial effort, they are selected to work on our systemic initiative. Our systemic initiative is our learning over time that while one can begin to create local change, unless the context for that change supports that change, that change cannot be sustained or expanded.

One of our best learnings on that is the Dallas school system which this June will have accomplished implementing school development program in 205 of its schools, as well as redesigning its central office as a service-based office. Our main effort with the DC public schools has really come in three areas of systemic. One is in the area of staffing and resources around the mental health teams, a critical component to bring integrated and coordinated services in the support of cognitive development. The systemic issues around where one, A, has resources, and where one, B, connects with local service providers, is one of the areas targeted.

Secondly, an evaluation done of our phase one schools by Dr. Zollie Stevenson found some significant academic gains, but also underscored the need for intensive staff development and new instructional methods. As a result of this, there is NUA, who was previously testifying, is allying with us to provide that expert coaching and follow-up and the kinds of support that one needs with the difficult task of continuing to teach while learning new teaching styles.

And the third element is a city-wide matrix, which is a mixed stakeholder group, which seeks to align the changes in central office based on the needs developed at the local school. It aligns itself with important issues such as BESST and the center for systemic educational change. Here we have a full set of proactive problem solving, looking at how to create and sustain parallel reform at the central district, while creating local reform at the local district.

We have had tremendous cooperation in this. We have worked well with the Franklin Smith, Maurice Sykes, and particularly our Comer facilitator, Dr. Gretchen Lofland. We have made impressive progress.

I invite you to visit a Dunbar High School, I invite you to visit Hines Junior High, I invite you to visit Richardson Elementary. We have always felt that the best dissemination is good implementation. Go to the source. Go without cameras, go unannounced. Go any day. See what you find. Talk to the people who are there, who are really, to me and to my mind, the true patriots who are making a difference every day for children.

We would like to see you as additional partners. The question came up earlier, how could you help. Well, resources. I know it seems cliched, but in many ways, it is not an unimportant issue.

I noted with good—lots of reports about attention to the infrastructure. I agree, it needs repair. But we also need resources for full implementation of the school development program, and the continuing work to assure that there is a full aligning of central, parallel, local change. What we don't need are disruptions in implementation process.

I truly believe that sometimes with the best of intentions, disastrous results can happen. We need continued effort.

The question really to me is, will we have the heart to generate long-term, complex solutions, to what are clearly long-standing, complex problems?

In conclusion, we need to hold ourselves to the same standard we want to see for our children. We know it takes them years to develop. They deserve adults who are united. They deserve adults who do their homework. They deserve adults who demand the best for them, and they deserve adults who are totally supportive of them.

Thank you.

[The prepared statement of Mr. Gillette follows:]

Jonathon H. Gillette, Ph.D.

Let me begin by thanking the committee for its interest: its interest in our program and its interest in the well being of all students in the D.C. Public Schools. I am sure that I speak for many that the welfare of children is overdo for major support. If anyone knows this, it is the educators who interact with students on a day to day basis.

Let me also begin by begging your indulgence. This is my first occasion to speak before such an august group. If I am blunt, it is because I am unfamiliar with the rules of discourse. If I get too carried away, it is because I see too much in our public schools that makes me passionate in my opinions. At the School Development Program, we have no policy group, no marketing group, that might have prepped me for this event. In fact, this document was written early this morning in the Law Reading Room of the Library of Congress.

I do feel that I have a rather unique perspective to offer today. I have been a high school teacher and administrator in New Haven public schools, I have a degree and have taught at the Yale School of Organization and Management, I founded and still own a recycling business that grosses over $1 million per year, I am a Housing Commissioner for New Haven Public Housing and I have been with the School Development Program as a Senior staff for over three years, overseeing implementation of that model in over 500 schools, and in over 30 districts, including the District of Columbia.

I see my main task today as describing the School Development Program in general, and the District implementation of our program in particular. But before I do that, I want to make a few comments about privatization.

The School Development Program looks at the debate about privatization with great concern. Some of our concerns overlap concerns about certain choice and voucher/charter initiatives. To begin, much of the focus is on creating a single or small cluster of exemplary schools. Experience has taught us that this can and has been done - seemingly over and over and over again. What has not been done - and what really is the current challenge - is to sustain that excellence over time and to extend that excellence to a large number of schools - indeed to all students. If you are not working on that problem, then you will be forced to repeat the same mistakes over and over - ribbon cutting and ribbon cutting, new initiative after new initiative.

Second, and perhaps more important is our question as to whether privatization as a strategy will be subjected to rigorous examination or will it become another quick fix, today's magic bullet. Will that rigor ask questions about proven track record, evidence of success, possession of relevant skills and knowledge of schools as unique organizations? Will that rigor challenge assumptions about the relevance of business practice in school contexts, the greater efficiencies of private companies, the value of replacing the common good with individual gain? Will that rigor examine some practices already researched, as when private companies like Channel One have entered predominately poor districts and exposed our most vulnerable children to more marketing blitzes. Will that rigor include extrapolating consequences of creating an individual commodity in place of a learning community, solutions that help some but not all? (As a father I constantly find myself tearing Cookie Crisp away from my daughters in the grocery store - raising questions in my mind about the inevitable linkage between private enterprise, choice and quality.)

If such rigor is present, then we will all be better served. If not, we will all be back at the same place very shortly.

Now to the School Development Program.

The School Development Program bean over 26 years ago when Dr. James Comer, a child psychiatrist at the Yale Child Study Center began to work with two of the lowest achieving schools in New Haven. What he brought was a new perspective to education, one that was grounded in human development and relationship theory. These theories are legion and unchallenged. They hold many simple - as opposed to simplistic - truths: learning is a social act; children develop along a variety of pathways(e.g. physical, psycho-social) all of which scaffold cognitive development.

With this perspective he worked in collaboration with the teachers, parents and community members of those schools and out of that work emerged the School Development Program model. It is at heart, a process for galvanizing all of the adults around what is in the best interest of children. It uses three mechanisms: a School Planning and Management Team, a Mental Health Team and a Parent Program; carries out three operations, the Comprehensive School Plan, Staff Development and Assessment and Modification; and is guided by three operating principles: collaboration, consensus and no fault.

This model generates a process of rebuilding community around students, a pluaristic community of parents, teachers, administrators and community members. E Pluribus Unum. The focus then shifts to developing a process of student-centered planning and the creation of improvement plans that are grounded in a deep understanding of the strengths and gaps all students bring to school. This plan also takes as its definition of teaching and learning the additional components of child development and relationship building.

As a result of full implementation, we have seen schools across this country - many in places I do not enjoy going in the day time - uniting to make profoundly appropriate instructional and curriculum interventions in a school context that is supportive and demanding - the hallmark of strong relationships.

Dr Comer was at the development stage of reform for many, many years. It was only five years ago that the Rockefeller Foundation invested in an unprecedented 10 year grant to disseminate SDP. Since then we have grown to over 30 districts - some with a few schools, and some like the District, with a substantial number of schools.

As we were successful in individual school change, we began to learn the hard lessons of sustaining and extending change. As a result, we began to work with district offices, engaging them in parallel reform, working to generate a supportive context and significant partners in the hard work of change. This lead to the launching of our "Systemic Initiative" last year, and one of the districts in that initiative is the D.C. Public Schools. We have also worked with the Dallas School system that adapted our model as the basis of their whole system change process. As of this June, the SDP model undergirds all 205 Dallas schools and has helped to guide the district office restructuring toward a service system for those schools.

The District of Columbia Public Schools has worked with us since 1991. They began a five year program to phase in the model into 51 schools.. Expanding in phases, they eventually began implementation through four phases in 54 schools. Based on this effort, they were selected to work as a part of our systemic initiative. Three main elements stood out in the initial implementation, elements that are the focus of the current effort. First, resource constraints prevented full implementation, especially of the Mental Health Team component. Individual schools had neither the staff nor the time to create cross city collaborations with local social service providers. The systemic plan seeks to address both the resource question and pledges district support in creating networks of service providers.

Secondly, an evaluation done on Phase One and Two Schools by Dr. Zollie Stevenson found some significant academic gains but also underscored the need for intensive resources to retrain staff in new instructional methods. Thus as a parallel part of the systemic initiative, NUA was hired to provide the modeling, coaching and intensive staff development needed to get to the next academic level. (Note: the School Development Program itself does not have an instructional or curriculum package. Thus our schools have chosen a wide variety of approaches, all of which, when chosen, find a united, organized focus that supports the difficult task of learning new teaching styles while continuing to teach.)

The third element of the systemic initiative is the creation of the City Wide Matrix. This is a mixed stakeholder group, working with the three guiding principles, that is charged with creating alignment between the local reforms and many of the new important initiatives, most especially BESSt - Bringing Educational Services to Students - and the Center for Systemic Educational Change. The goal is to find ways to provide important technical assistance to schools - especially here where there is no state agency - and to have a proactive problem-solving group looking at parallel reform in the district. This sets the stage for full implementation, sustaining that implementation and impacting a very large number of students.

We have received tremendous cooperation in our efforts: from Franklin Smith, Maurice Sykes and or Comer Facilitator for D.C. Dr. Gretchen Lofland. We have made impressive progress. I invite you to visit a Dunbar High School, a Hines Junior High, a Richardson Elementary School. We have always felt that the best dissemination is effective implementation. Go to the source, and go without cameras, go unexpectedly. What you will find are the daily heros and heroines, true patriots of our country making a difference for children.

We would like to include you as additional partners. We feel there are many ways you can support our effort. Foremost, is resources. However cliched it sounds, they are an issue. I was pleased to see some attention to the infrastructure. It needs repair. We need resources to support full implementation and we need resources in the continuing work of BESSt and SDP in creating a positive context for sustained improvement.

What we don't need are disruptions in the implementation process. I truly believe that there are the best of intentions here. But I also know that many disastrous side effects can result if we are not careful. We need continued systemic efforts - not piecemeal Balkanization of schools and district. We need a long term view, with long term consistency, with clear benchmarks. We were pleased last year by the Skillman Foundations grant of $16 million to our SDP effort in Detroit. But more importantly, they committed to ten years, because they are convinced that only long term engagements will work.

In conclusion, we need to hold ourselves to the same standards we want to see for our children. They take years to develop. They deserve adults that are united ; they deserve adults who have done their homework; they deserve adults who demand the best from them; they deserve adults who are totally supportive of them.

Thank you

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STAFF DEVELOPMENT UNIT

THE BALTIMORE PROJECT

Collaboratively and creatively working with educators to change the dynamics of learning for successful student achievement specializing in whole math, whole language, music, art and cultural arts"

ANNUAL SCHOOL PROFESSIONAL STAFF DEVELOPMENT HOURS
1994-1995
SCHOOL YEAR

SCHOOLS	#INTERNS/TEACHERS	STUDENTS	MONTHLY # OF HOURS	ANNUALLY # OF HOURS
Harlem Park CS				
Elementary	44	574	20	180
Middle	168	1500	20	180
Edgewood Elementary	39	455	20	180
Sarah Roach Elementary	37	438	20	180
Mary E. Rodman Elementary	54	693	20	180
Mildred Monroe Elementary	19	257	20	180
Malcolm X Elementary	21	344	20	180
Graceland Park-O'Donnell Heights Elementary	28	402	20	180
Dr. Rayner Browne	29	362	20	180
Total	439	5025	180	1620

2 1/2 Hours Per Week Direct Professional Staff Development
10 Hours Per Month Direct Professional Staff Development
5 Hours Per Month Whole Language In-Classroom Coaching Support

5 Hours Per Month Whole Math In-Classroom Coaching Support

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BALTIMORE PROJECT

PROFESSIONAL DEVELOPMENT PRACTICES

O ACTION RESEARCH

O IN-SERVICE/WORKSHOPS

O PEER COACHING

O STUDY GROUPS

O INTER-SCHOOL COLLABORATION TEAMS

O DAILY LEAD TEACHER FACILITATION ACTIVITIES

O CLASSROOM DEMONSTRATIONS AND MODELING

O SCHOOL/COMMUNITY COLLABORATION PARTNERSHIPS

BALTIMORE STAFF DEVELOPMENT
1994-1995 SCHOOL YEAR

Implementation of Whole Language Classroom Instruction	**Implementation of Whole Math Classroom Instruction**
Teacher Specialist Support:	**Teacher Specialist Support:**
o Model instructional strategies and techniques	**o Model instructional strategies and techniques**
o Demonstrate whole class/small group/individual classroom instruction	**o Demonstrate whole class/small group/individual classroom instruction**
o Assist teachers with planning classroom lessons	**o Assist teachers with planning classroom lessons**
o Align local curriculum with national and state assessment activities	**o Align local curriculum with national and state assessment activities**
o Implement the Tesseract Way	**o Implement the Tesseract Way**
o Provide on-going peer coaching	**o Provide on-going peer coaching**
o Assess student reading and language arts levels	**o Assess student reading and language arts level**
o Help create and maintain a positive learning environment in the classroom	**o Help create and maintain a positive learning environment in the classroom**
o Develop CTBS Skill Reinforcement Activities Packet	**o Develop CTBS Skill Reinforcement Activities Packet**
o Coordinate off-site staff development opportunities for staff	**o Coordinate off-site staff development opportunities for staff**
o Administer and monitor educational tests	**o Administer and monitor educational tests**

BALTIMORE STAFF DEVELOPMENT 1994-1995 SCHOOL YEAR

Implementation of Art, Music and Physical Education into Classroom Instruction	**Implementation of Cultural Arts into Classroom Instruction**
Teacher Specialist Support:	**Cultural Arts Liaison Support:**
o Work with team partners from the special areas to plan, develop, and coordinate activities, projects, and programs for students o Develop fine arts, music and physical education experiences for students using the Baltimore City objectives o Work with team partners to create a model for teaming to meet the needs of students in music, art, and physical education o Integrate the content of the three special areas with an interdisciplinary approach o Demonstrate integrated lessons for classroom teachers o Document integrated lessons for use by classroom teachers o Train classroom teachers and instructional interns to deliver integrated lessons in music, art, and physical education o Work out delivery of services to the three schools with the school principals based upon enrollment in each school o Deliver direct services to schools o Design a process for using community and local resources to expand each of the disciplines	o Form on-going alliances between Tesseract schools and the arts communities o Develop and distribute a schedule of activities calendar which lists planned and proposed events o Work with teachers, parents and students in relation to planned activities o Meet with focus groups, comprised of parents and teachers, to examine, measure and evaluate the benefits, effectiveness and appropriateness of planned activities o Create a working relationship within the business and arts communities o Establish and maintain a positive and visible presence in the communities we serve o Provide summer arts experiences for students grades K-8

Chairman HOEKSTRA. Thank you, to the panel.

I see a dividing line right between the two sides here.

Mr. GILLETTE. I get that feeling, too.

Chairman HOEKSTRA. Yes. I am trying to see if I can't describe it and maybe you can react to it. I see two individuals who—you guys compete against each other?

Ms. MCGRIFF. Yes.

Chairman HOEKSTRA. You compete against each other, okay. Saying, Give us a shot—you may or may not decide to use our services and sign a contract, and if you sign a contract for our services, you know, there is probably escape clauses or whatever, performance clauses or performance stipulation in there and the community can back out. And you are really trying to reinvent education. That may be a stretch for where some communities are today.

Then on this side, I see that as a pretty aggressive way to attack education and it might shake some of the roots of what is going on in a system today, some of the entrenched structures. Yes, no, with the teachers or these types of things.

I guess, what I am trying to say is that I see on this side a commitment to the existing system and the existing power bases in trying to make them more effective. Both of you have said that privatization, the elements of competition, are things that make you nervous and we maybe shouldn't do or we should do very, very cautiously.

And on the other side, I am seeing competition, performance and those types of things. What kind of arrangements do you have when you go into a school district, and what kind of latitude do you have to actually go in and change things with the power structures that are there?

Ms. MCGRIFF. Mr. Chairman, in terms of some of the issues that you—we are more alike than I think you realize. The Edison Project will only go into a local school district where the superintendent invites us, where the majority of the board—where we get a unanimous vote from the school board or near unanimous vote.

One dissenting vote is what we have received in two of our contracts, unanimous votes in the others. The first person we hire is it a principle, and every principle has come from the school districts where our partnerships are. And every teacher has come from the local school district. We simply believe that you should be able to select the principle, the principle selects the team of teachers that works with him or her, and that that creates a level of ownership.

Unlike EAI and the Public Strategies, we will not manage an entire school district. We will work with the superintendent to share the ideas that are developing in an Edison partnership school with other schools. They can access our on-line computer network, they can participate in our staff development program, because we have a career ladder that has a slot for novice teachers, it is a place for them to train beginning teachers.

So in many ways, we are alike. We want to create a national system of schools that don't have a geographic boundary, to show that you can have a national system of Edison schools, you can educate all kids to world class standards.

We are all here being accountable, and you can get rid of us if we don't produce student results.

Chairman HOEKSTRA. Do you—what do you do, like you said you hire principles and teachers. Do you—what happens to the tenure system, the tenure process?

Ms. MCGRIFF. That depends on how charter legislation in is written. In Boston, for example, because our charter is with a community group, the rules and regulations of the local teachers union don't apply.

In Mount Clemens, because our partnership is with an NEA affiliate, we have a memorandum of understanding with the local union. And if a teacher doesn't like teaching in an Edison school, they go back to another school in the district. And the same is true in Wichita, except our agreement is with the American Federation of Teachers. So there are some local affiliate, union affiliates, that have agreed to the conditions of the Edison design and still feel that the rights of their teachers will be protected.

Mr. GILLETTE. I just have one question.

Chairman HOEKSTRA. This question is for you, for the two of you. What is so scary about these two ladies and what they represent on that side of the table? All right.

Ms. GASKINS. Mr. Chairman, may I please respond to that? Because I think——

Chairman HOEKSTRA. About what is so scary about you two?

Ms. GASKINS. There is nothing scary about us. When you talked about commitment to the existing system and power base, we are the public schools. We work hand in hand with the public schools. We do not privatize them. And the teachers who are there in the schools, the principles who are there in the schools, the superintendent, the school boards, not the school boards they do not have a contract—well, sometimes they do, but we use the same contracts, we have to abide by the rules and regulations of the contracts that are there in the district.

We work and provide staff development to the—professional development to the staff. We help them to develop a new instructional delivery model that accommodates the needs of the children in their schools. We are performance based. We have a five-year performance-based contract, and the reason for that is after a five-year period of time, we believe that the people in the school district will now have developed the capacity to have the schools work well for all students.

Chairman HOEKSTRA. All right, thank you.

Mr. GILLETTE. I am just amused that I have ever been characterized as one who wants to keep the current power system in place. Anybody who has created a school of excellence in a public school system knows that there is nothing more threatening to the power system than making an excellent school where one is not supposed to have an excellent school. What it does, is it demonstrates that the children are not the problem.

Our issue is not whether one keeps the current power system in place. It is how one challenges that power base. My concern with privatization and other issues is it is simply parceling out to other adults pieces of power, when the real answer is to empower schools themselves through excellence to shake up the power of the system as it is. And we see that when our communities have become empowered and students are learning, that they have an inordinate influence.

In fact, the system has worked to try to dismantle it, which is precisely why we think that only systemically are you going to be able to sustain change. I guess one other piece that concerns me is that one of the avenues that we have seen in some privatization efforts, and again I think it is wrong to characterize all of them as the same, is to pay for the additional resources through marketing access to children, something I find is not developmentally appropriate and some levels even immoral. I don't find it helpful to have candy bar bookmarks. I don't find it helpful to have Nike stickers. I don't find it helpful to have the marketplace being brought to bear to our children as a way of generating profit.

Chairman HOEKSTRA. Yes.

Mr. HEYDINGER. I find your characterization interesting also.

Chairman HOEKSTRA. I must be missing something.

Mr. HEYDINGER. No, no, you didn't miss anything. It just would be amusing to the people back in Minneapolis. What I was trying to say, Chairman Hoekstra, is privatization is an irrelevant variable in this debate. Think on an entirely different dimension. Think about whether or not you are contracting for results. I don't care whether you are private or whether you are public, that is what you need to do. We are not against markets.

In fact, that is one of the things that's amusing to me. We go head to head all the time with the Minneapolis school district folks, because we believe strongly in market, we believe strongly in competition amongst each other. So we are not ruling that out. Again, it is a different way of looking at transformation.

Secondly, we believe—we don't believe in the current system at all. We are continually trying to change it. We are working from the inside out, we believe as strongly as Dr. McGriff and Dr. Gaskins do about how screwed up the current system is. It is just that we are working a little bit more from the inside out. We feel that there are very good people there. It is the system that is screwed up. And if we can change the system, it will unleash all these good people.

Now, you asked me what was scary about these two. First of all, I have known May for a while, and I don't find her scary at all. And in fact, I don't question her dedication to the public schools in any way. And I don't know Dr. McGriff, but I don't either, given her track record.

Here is the one difference, though, and this will take a little bit of a pot shop, May, I kind of apologize for it. But if you want to understand the difference, EAI makes a profit on the schools. There are EAI stockholders around this Nation, lots of them. Ask her where that profit comes from and where it gets redistributed and who it goes to. That profit, my understanding, is it comes out of school districts, and gets put back in the pockets, if you will, of people across the Nation.

We don't agree in that concept. We think all the savings that we generate ought to be put back into the schools through our new management techniques and our new approaches, ought to stay within the school districts. That is the fundamental difference I think between the two approaches.

We are both people of good will. I am not saying she is a person of bad will, it is just a fundamentally different way of looking at things. They are struggling just as hard as we are. And if anything happens today, maybe the public will get us straight because they are always calling and thinking they got May on the phone, or she gets calls and they think they got me on the phone.

Chairman HOEKSTRA. I was just going to say, I want to go to Mrs. Norton, if that is all right.

Mrs. NORTON. Thank you, Mr. Chairman.

I appreciate all the testimony that has been received here today because I am convinced that what we have here are the most creative, diligent, determined search for ways to break out of the various failure modes and embrace the school systems.

I want to ask about standardized tests because I agree that you can talk about it all you want to, but ultimately, the world judges whether children progress that way. You are going to get a different standard in the United States and I don't think parents would abide it. So the apologias on standardized tests I simply don't accept.

I don't agree that standardized tests tell us all we need to know about whether or not education is doing its job, but I certainly am not going to disregard it, and I want to ask all of you about standardized tests.

First of all, Dr. McGriff and Dr. Gaskins, in describing where you are located, I detect an eclectic mix of schools——

Ms. MCGRIFF. Yes.

Mrs. NORTON. [continuing] which makes it difficult for me to evaluate what you are doing. I recall that I think Dr. Gaskins mentioned the rise in test scores in Florida, in a town in Florida. It was impressive. It was a Spanish-speaking school, Hispanic majority school.

I would like to know what has been the record on test scores in the schools in which you have operated.

Ms. GASKINS. Sure. I can respond to you that at Southpointe, Southpointe Elementary School in Dade County, Florida, just as you have stated, that the record did show progress on the Stanford achievement tests. Now, there were, when we first started, 80 percent Hispanic students.

Mrs. NORTON. I want to go beyond that one. I accept that one. I want to know about all the rest of them.

Ms. GASKINS. All right. We have Baltimore test scores. Now, I want to share with you that we have been in Baltimore—this is our third year, we are just ending the third year. We have put in place an infrastructure, which means staff development materials, supplies, things of that nature, and we believe the infrastructure is in place now. And so this is our third year and at the end of this third year in June, sometime in June, we will be getting the test results, and we believe that they will show an increase in test scores. But I do want to share with you what we do have.

This is the test—these are the test scores that show the mean gains between 1993 and 1994 in the Baltimore City public schools, in our nine schools. When you look at national curve equivalence,

NCE gains, if a child maintains—and this is in your packet, I believe—if your child maintains a zero average, a zero percent, zero percentile, that means that that child has gained a full year's growth. Sometimes we don't know that when we are looking at these test scores, and so therefore, in this test score, when we are looking at the math total for the Baltimore City public schools, the gain overall was 0.8 of one national curve equivalent for math, okay?

In our eight elementary schools, seven of the elementary schools had a larger gain than the average gained for the Baltimore City public schools and there was one school that was below. And then for the reading comprehension, there were five schools that had a higher average than the NCE gain for the Baltimore City schools and three that were below.

And so we can show we are making progress, and we believe that it takes anywhere from three to five years, and research has shown that in order to make dramatic improvement in the grades, in the gains. And so I do have these two to show you.

Mrs. NORTON. Thank you.

Dr. McGriff.

Ms. MCGRIFF. The Edison Partnership schools opened in August of 1995, so we don't really operate any schools. We are in what we call our implementation, start-up phase this year, hiring principals, selecting kids. In each of our contracts, though, the local standardized test and the local-State assessment test will be used to monitor student achievement.

In addition to that, Edison is working with a national testing group to develop our own assessment test to measure student performance at the end of our primary academy, which is the end of grade two; the end of the elementary academy is six, and our other academies. So that we have performance-based data, additional data to the standardized test scores.

You talked about—the second issue you raised—do you want us to deal with the variety of schools issue?

Mrs. NORTON. Yes.

Ms. MCGRIFF. I think——

Mrs. NORTON. For example, your schools across the board and income background.

Ms. MCGRIFF. That is what I am about to tell you. Edison's design is not to be an alternative for urban school districts. We have looked at the best schools, urban, suburban and rural, and we put together a design that we think works well for all children.

When we open a school, for example, in Mt. Clemons and in Boston, because these two schools are citywide schools, they reflect the ratio, socioeconomic and academic diversity of those cities. So if a Boston student population is 60 percent poor, we recruited 60 percent poor.

In Sherman and Wichita, however, the superintendent identified neighborhood schools, which meant the schools had a student population before Edison came to the city and any youngster who chooses to stay in the school has the right to remain. So if the school was not as diverse as the city population before Edison, it is still not reflecting the diversity of the total city.

But in terms of Edison's capacity, I think that was an issue raised, too, what is the capacity of these companies to implement change, and I will just talk, because I didn't include it in my testimony, some of my experience.

In 1981 in New York City, I was given the job of transforming the worst middle school in community school district 13, the Ronald Evans Learning Center, a school that was 100 percent African-American and Hispanic low-income children; 20 percent of the children performed at or above the national average.

By using many of the same strategies that are in the Edison design, at the end of two years, 50 percent of those children performed at or above grade level. The State has recognized that school. Last year that school was included in a manual of school improvement by the Public Education Association in New York City.

Joining me at the Edison Project is one of my area superintendents from the city of Detroit who transformed Martin Luther King Junior high school. We have on staff people who have done small school changes already and what we want to do is to bring that expertise to a group of people who have a larger financial investment than we had and will have the opportunity to create a national system.

Mrs. NORTON. Just before I go on, Mr. Heydinger, in all of your schools, do the students—the parents choose to send the children to your schools?

Ms. GASKINS. No. In the schools with which we work, the schools are chosen—the schools in Baltimore were chosen by the superintendent and the mayor; and in Hartford, it was the entire district.

We believe that there should be a process, which we call a bottoms up process, where there are teachers, the parents, the community, and the administrator make the choice that they would like to come into partnership with EAI.

Mrs. NORTON. Do you take the schools as you find them? I am saying, nobody chooses—you go into a school district——

Ms. GASKINS. As we find them.

Mrs. NORTON. All right. I want to make sure I get——

Ms. MCGRIFF. That is not our process. Can I explain how it is different?

Mrs. NORTON. Really I have other questions and I really—I am not getting—I am holding the Chairman here past 5 o'clock so that is the only reason. I would like to hear more.

The same question, Mr. Heydinger, on standardized scores.

Mr. HEYDINGER. First of all, with regard to achievement course scores, we use the California achievement test that is given throughout the district once a year. We are in the middle of our second year. It was given on April 20 and we are waiting for the results.

We base it on the California achievement test. It was given in April and we are waiting for the results. I just should say that our philosophy is identical to yours in terms of, we believe in achievement tests, we got to use them, there is a lot of debate over it; we think there are other measures too.

Mrs. NORTON. The Chairman has to leave in a few minutes to catch a plane. This is Thursday evening. These folks need to go where they have come from to see their own constituents and I want to thank the Chairman for spending as much time on DC problems as he has.

Dr. Gillette, let me say one thing. I am a great admirer of Dr. Comer. I think he is the only original thinker in education in the last umpteen years, and I think it may have something to do with the fact that he comes out of another discipline, a child-centered discipline in the first place, and the Comer method was brought here and one of the most distressing things, which is why, Mr. Chairman, I have stressed, not so much what; it is how, because these folks—if you talk to the good government school groups, they will say that a great deal of money was given in DC to put Comer in place and they managed to mess up the Comer. They spread the money too thinly, even though they were given a great deal of money.

The importance of this method to DC is apparently it is not only child-centered, it is parents-centered and that Dr. Comer, working with schools that were the lowest in New Haven, brought them up to close to the highest. That is what has impressed me. And I want to—I would like to ask about where your New Haven schools now stand and your work in other cities.

Mr. GILLETTE. We have a host of different research studies over the last 26 years that show the impact on schools. Just in most recent New Haven stories, a well-developed Comer school took on constructivist learning. At that time it was about 32nd in the district, and the constructive person came in and said, this is exactly how you do it, and the organized group there said, no, these aren't our kids, you have really got to adapt it, and they had a big donnybrook and they finally readapted that particular curriculum and began implementation. And we are about 30 percent of that implementation and learning strategy. They jumped to number three in the Connecticut State mastery test.

Mrs. NORTON. Mr. Chairman, these were, as I understand it, public housing——

Mr. GILLETTE. Yes.

Mrs. NORTON. [continuing] welfare kids.

Mr. GILLETTE. But the critical issue here is that all impacts have to be directly on teaching and learning. That is where real effort is made. But the question is, how do you organize the school to make the teaching and learning interventions in ways that are substantially matched to where kids are at? That is the challenge. That is where the Comer program really plays a role.

Mrs. NORTON. Comer managed to draw parents who were terribly disaffected from all authority institutions, including the school, into the school; and what has been so impressive to me is that that nexus—you call it the whole community, and of course it was more than the parents—but getting parents into the school and seeing that transformation in test scores among kids that everybody has been taught to believe cannot achieve is the most impressive work I have seen in public education.

Chairman HOEKSTRA. I think there is no doubt that the reason we are actively involved. I saw in a school in Chicago, a public housing project, all the kids, I think it was like 93 percent of the kids came from welfare homes; 63 percent of the kids either lived with a single parent, a guardian, or a grandparent, and these kids were performing.

So that is the bright side here, that even with tremendous problems in our communities, in our urban centers and other social problems, if we put together the right programs and the right efforts, we can give all these kids a great opportunity to be successful and to succeed and to build a solid foundation.

And with that, maybe graceful transition, I have to bring the hearing to a close. Thank you very much for your patience. Thank you very much for your testimony. I will go back and study this because it has been very, very good. So thank you very much.

The committee is adjourned.

[Whereupon, at 5:10 p.m., the subcommittee was adjourned.]

HEARING ON DC SCHOOL REFORM

TUESDAY, JUNE 27, 1995

HOUSE OF REPRESENTATIVES, SUBCOMMITTEE ON OVERSIGHT AND INVESTIGATION, COMMITTEE ON ECONOMIC AND EDUCATIONAL OPPORTUNITIES, *Washington, DC*.

The subcommittee met, pursuant to call, at 2 p.m., Room 2261, Rayburn House Office Building, Hon. Peter Hoekstra, Chairman, presiding.

Members present: Representatives Hoekstra, Ballenger, McKeon, Weldon, Goodling, Sawyer, Martinez, and Roemer.

Also present: Representatives Davis and Norton.

Staff present: Derrick Max, Professional Staff Member; Kent Talbert, Professional Staff Member; Leigh Lanning, Legislative Assistant; Marshall Grigsby, Professional Staff Member; Gail Weiss, Staff Director; and Sue Long, Staff Assistant.

Mr. **BALLENGER**. [presiding] Congressman Hoekstra is attending another meeting at the present time, and I am Congressman Ballenger from North Carolina, and since it is agreeable with the Democrat Members of this subcommittee, let us go ahead and start the hearing.

We are here to hear you. I have no opening statement and I do not know whether anybody else does.

Mr. **SAWYER**. I do.

Mr. **BALLENGER**. Well, go ahead.

Mr. **SAWYER**. Well, thank you, Mr. Chairman. I will submit my entire opening statement for the record.

I would like to reiterate my concern about the jurisdictional appropriateness of this particular committee in dealing with management issues having to do with the DC schools.

But having said that, I think it is important to listen to the residents of the District of Columbia. From what I have seen and heard during the course of this whole discussion, it seems to me that there is widespread agreement that DC schools, as so many schools across the country, could benefit from reform, and I would agree that Congress, through its appropriate committees of jurisdiction, has a responsibility to make it possible for the District to reform its own schools.

I believe that the information and the technology exist for that undertaking. However, I believe that even carefully constructed, however, that school reform here is unlikely to present an easily adoptable model for nationwide urban reform. Our cities are just too diverse.

Uniqueness of this large metropolitan area without the overarching support systems that most metropolitan areas enjoy from State school systems makes the comparability particularly difficult.

However, I think we can learn much from what we hear here if we are careful to balance the interests of students with the widespread desire to create a model for reform. And so, I welcome this chance to take part in this hearing and look forward to hearing from our witnesses.

Mr. BALLENGER. Thank you.

Mr. Goodling, do you have a statement?

Chairman GOODLING. No, I have no opening statement.

Mr. BALLENGER. Ms. Norton.

Ms. NORTON. Thank you, Mr. Chairman.

Once again, I appreciate the invitation of the Chairman to sit with the panel on hearings about the District of Columbia public schools. This is the third hearing the subcommittee has had, buttressed by the very extensive consultation with DC officials and community leaders that Mr. Gunderson has undertaken, is an important indication of respect for home rule.

As the process developed, however, many residents did not believe that true mutuality could develop between the Congress and DC. This suspicion continues for some because of a long history of congressional authoritarianism.

However, in recent weeks, DC City Council members and school board members have met with Members of Congress to discuss District affairs on a peer basis that has encouraged mutual respect. Today the subcommittee hears not only from school officials, but also from local union leaders who are indispensable participants in any working partnership between Congress and public school officials.

To be truly successful, the partnership must be expanded to include not only Congress, school officials, and education watchdog groups, but also teachers and parents. Teachers, especially those in big city schools which are starved for funds while drowning in problems, meet impossible challenges and caustic criticism. Yet collegial problem solving that involves teachers, parents, school officials, and unions is still rare.

However, tough and historically adversarial industrial settings have found ways to increase the productivity of workers and the quality of products by involving their employees in critical decision-making, all without losing the appropriate role that unions must play for their members.

This experience needs to be studied, considering that the fate of children, many of them desperately deprived, is at stake. Of course, it maybe easier for industrial unions and management to work together to find areas of mutuality than it is for teachers and school boards. After all, it is easier to make widgets or steel or cars than to teach and develop children.

Yet the need for joint problem solving is even more important in education precisely because children are involved and so many are being left behind.

I welcome all of today's witnesses. Superintendent Franklin Smith and School Board President Wilma Harvey have worked closely and fruitfully together to respond to the congressional challenge to move forward together in an effort to agree on programs for new funding. Union leaders Barbara Bullock and Al Shanker, who has submitted written testimony, are both old friends of mine whose commitment and contributions to education and to children are both longstanding and considerable. Otis Troupe served the city well for many years, exposing problems and seeing tough corrective action. Reverend Robert Childs is a much respected spiritual and civil leader in our town.

I look forward to their testimony today. I know they will contribute significantly to the subcommittee's deliberations and will inform the actions that should be taken to be helpful to the District.

Thank you, Mr. Chairman.

Mr. BALLENGER. Thank you, Ms. Norton.

And before I turn this over, let me just say that Congressman Gunderson would be here. Someone in his family is having surgery, and he could not attend. I would like to say since this is the first meeting that I have been able to attend that Congressman Gunderson has asked me to volunteer to see if I cannot get the business world to assist in somehow helping to construct schools in the DC area that need some help.

Tim, do you have any statement?

Mr. ROEMER. I do not have an opening statement. Thank you, Mr. Chairman.

Mr. BALLENGER. Well, if we may then, Ms. Harvey, will you start, and we will go from right to left.

STATEMENT OF WILMA HARVEY, PRESIDENT AND WARD ONE REPRESENTATIVE, DC SCHOOL BOARD

Ms. HARVEY. Thank you, and good afternoon.

My name is Wilma Harvey. I am the President and Ward One School Board member to the DC Board of Education. I am here this afternoon to talk about the work of the DC Board of Education, the Superintendent of Schools, and several advocacy groups in DC to present to this body the accelerated reform plan.

It is a bold vision. We believe we can accomplish this in DC. Our vision is an educational system that works for all children, for all citizens, our children and adults. We must focus on how we get to where we need to go, a world class education for our students.

We are presenting a serious set of proposals. Implementing this plan we know will be difficult and challenging. We insist on fundamental changes both in service delivery and standards. The success of this plan depends on strengthening our learning communities. We must first find and/or train adult solvers, active collaborators, and partners, leaders within our own communities committed to moving forward, creating world class schools.

The Superintendent will speak in detail about the plan, but there are several themes that run through the reform plan. One, improved governance, accountability, decentralization, create a strong administrative structure in local schools, and develop local school teams so that they can work with increasing autonomy; improvement of our facilities and management of our budgetary system; and also looking at our personnel system.

Other items include high standards, student achievement, performance by our teachers and local school teams. Improvement in classroom performance must have tighter evaluation, closer supervision, tougher promotion standards. Top performance requires rebuilding our teacher morale. Pay cuts and furlough have had catastrophic effects on our teaching force. We believe that this must be changed.

New teacher standards must involve teachers in the discussion of them. We cannot do it in isolate. We need to have our teachers involved.

We cannot implement this bold plan unless we have committed, qualified teachers striving for higher standards throughout our reform plan, from basics to computer skills, language skills, skills of collaboration, and problem solving. Students need to be learning continually.

I will only repeat that we truly believe implementation of this reform plan will move our schools forward rapidly. We can prepare our students to be excellent citizens of their neighborhood, of their wards, of their city, and of the world. We can plan to do this with grace and spirit.

I sincerely thank you for my five-minute presentation, look forward to answering any questions you may have, but our role is to accelerate reform in the District of Columbia. We look forward to working with you in partnership for, and the educational system in our Nation's Capital must meet the needs of its citizens. If we do that, we can create a showcase for the whole world and launch a reform package across the country.

It is now time to reform the DC public schools and every school throughout the District of Columbia.

Again, thank you for allowing me to speak.

[The prepared statement of Ms. Harvey follows:]

DISTRICT
OF
COLUMBIA
BOARD OF
EDUCATION

WILMA R. HARVEY
PRESIDENT
WARD 1 REPRESENTATIVE
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Testimony of Wilma R. Harvey
President and Ward One Representative to the Board of Education of the District of Columbia Public Schools

June 27, 1995

Before the Subcommittee on Oversight and Investigations of the House Committee on
Economic and Educational Opportunities Regarding Accelerating Education
Reform in the District of Columbia

Good afternoon. This isn't the first time I have testified before your committee, so you know that I am Wilma Harvey, President of and Ward One Representative to the Board of Education. I am here to present to your and your colleagues the work of the Board, the Superintendent and several of our most involved education advocates in the District of Columbia. Today I will present the accelerated reform plan. It is bold new vision. More importantly, it is a reform plan that we believe is possible in the District of Columbia.

I am pleased to share with you today our vision of an education system that works for **all our citizens**– our children and our adults– **in all parts of our city**. It's time to stop talking about our failures. We need to focus on how we get to where we need to go -- to a world class education for our students.

We are presenting a serious set of proposals, developed in collaboration with key educators, business and civic leaders in the District Columbia. Much of this is already underway. Other parts require new authorities. All of this require resources. We have specified a number of areas in which we would welcome help in bringing about changes.

We know that the implementation of this plan will be difficult, and challenging. We face tough problems. We intend to deal with these troubling issues. But, we must not lose sight of what we need to achieve. We insist on fundamental changes both in the ways we deliver education to our children and in the standards by which we measure how well we have delivered services and how well our children are learning.

The success of this plan depends on our ability to strengthen our learning communities. We must find and/or train adult problem-solvers, active collaborators and partners – LEADERS – within our communities who are committed to moving forward to create world class schools.

There are several themes running through our reform plan: first there is a commitment to improved governance, accountability and decentralization. We will not expand or governance and reporting structure downtown; rather, we will create strong administrative structures and teams at the school level and encourage local teams to work with increasing autonomy.

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Other themes are the improvement of our physical facilities and our management and budgetary systems. These are priority problems and we address them as such. Our children can't continue to go to crumbling, unsafe schools. It is time we talk seriously about completely refurbishing schools and in cases of building new schools. We need help in fixing our chronically-broken personnel system. We have invited the GAO and others to help us transform our personnel, budget and management systems. You will see in our reform plan that we have asked for new authorities to enable us to move more quickly on schools reconstruction and to work in partnership with other entities, private and public, to use resources more effectively.

Other themes are high standards, achieved through a commitment both to student achievement and to performance by our teachers and the school teams. These higher standards must be shared by all concerned with education– the teacher and administrators, the business community and civic leaders and most importantly, the parents and our students.

Let me emphasize: true improvement in classroom performance requires more than tighter evaluations, closer supervision and tougher promotion standards. Top performances requires that we rebuild teacher morale; paycuts and furloughs on top of very difficult working conditions faced by many teachers have done incalculable damage. When we talk about new teacher standards, we insist that teachers be involved in these discussions. We need to get ride of the work rules and inherited labor practices which impede progress and defy common sense, but we cannot think about doing away with these rules without incentives and without training and team-building. We have the common sense to know that we cannot implement a bold new vision with dispirited and angry teachers.

We are striving for higher standards throughout our reform plan. But, we also recognize that we have a very diverse community with diverse needs, experience and learning styles. We must take several different routes to achieve world class schools. We must begin with basic competencies– numeric, literacy, calculation and communication skills– but we must go well beyond to include computer skills, language skills, the skills of collaboration and problem-solving. Our students in Washington, D.C. face a job market that will require them to interact in an international environment rich with information. They will work daily in a rapidly-changing global economy. They will need to **learn continually**. Even the best of our students are only partially prepared today for this challenge. We must have programs that equip all of our students to succeed in the Washington, D.C. of the 21st Century.

We hope to soon– as soon as we leave the time-consuming efforts of preparing for these hearings– to talk to you about the plans we have for an international Language-emphasis Charter School that we hope to open this fall.

We also will begin this next school year with at least 40 school with new principals. That means 40 opportunities for building new school teams. That also means a lot of hard work between now and September.

Let me point out yet another theme in our reform plan: steady, consistent attention to children in need of additional instruction and supervision. Many fear that too many children will be left behind in our rush toward technology and the divisions within our communities will grow deeper. We need help with instructional technology, particularly in finding ways to extend this technology into all our communities. Again I must emphasize: all children can learn and we don't plan to give up on any. We look forward to your assistance as we develop schools that offer an extended day and increased supervision for children who struggle with troubled families and dangerous neighborhoods.

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I am not going to take you through every detail of our plan: you all can read and our team has done a more than world class job of preparing a clear and concise reform plan. I will only repeat: we truly believe implementation of this reform plan will move our schools forward, rapidly. We can prepare our children to be excellent citizens of their neighborhoods, of their wards, of their city an of their world. We plan to do so with spirit and grace.

I sincerely thank you for your role in accelerating our reform. We look forward to working with you, in partnership, for an education system in our national capital which meets the needs of its citizens. If we can do that, we can also create a showcase for the world and a launch pad for reforms across the country. It is time.

Mr. BALLENGER. Thank you, Ms. Harvey, and thank you for reminding me that I am in charge of the light switch here. We will try to hold you to five minutes, and we appreciate that.

Dr. Smith.

STATEMENT OF DR. FRANKLIN SMITH, SUPERINTENDENT, DC PUBLIC SCHOOLS

Dr. SMITH. Thank you. Good afternoon, Congressman Ballenger, other Members of the subcommittee and Congresswoman Norton.

I am Franklin Smith, Superintendent and Chief State School Officer.

I am going to attempt to read some parts of this document and then discuss others briefly, and hopefully the entire package will be submitted for the record.

As has been indicated, a group of us did meet to discuss some issues relative to reforming the District of Columbia Public Schools. We divided that into several categories, the first being local school governance, decentralization, autonomy, and choice, and I will say to you that from the beginning, in the best document we believe that those who are going to be affected by the decisions that we make, that is, the parents, the teachers, the school-based administrators, is one of the cornerstones that must be taken into consideration as we reform our District.

Under that reform package we have several categories, for instance, enterprise schools, which have autonomy over curriculum, instruction, personnel, staffing, budget, programs and operations, and are accountable to the central administration. As the process is already in place, we had 33 schools last year. We approved 24 more this year for next year, giving us a total of 57 schools, and we hope to expand that.

The school within a school charter, which is autonomy on the part of groups of teachers who actually want to run those schools, and they are accountable to the central administration and bypass the building level administration.

We are also proposing management service contracts, contracts with corporations, contracts with universities or any other institutions that have proven to be worthy of such responsibility.

We are also supporting the public school charter process, and that is some autonomy for new public schools that will be sponsored by outside institutions ranging from universities to community-based organization, and my testimony certainly will cover that.

Finally, consistent with our policy of shared decisionmaking, we foresee having a public schools, and I say public school, voucher program which will allow for parental choice, while also providing a preference to neighborhood residents.

We also intend to continue reducing the size of the central office, which is subject to market demand and their services. If there is not a need for central office, we intend to eliminate all of those functions.

To accomplish these goals, we will require the enactment of legislation for public school charters, as well as legislation to conform personnel and financial law to support school autonomy. We will also need additional per pupil funding for the increases in student enrollment that we anticipate will result from the establishment of public school charters, as well as moneys for special initiatives within enterprise schools and school within a school charters.

Under the management, the second part that dealt with, the management and the budget practices, we realize that our system needs an entire internal overhaul. There are things that need to be done, in fact, to bring it up to date and to make sure that the kind of information and the accuracy of the information is what all of us would like for it to be.

Also, as we look at the programs that we are responsible for in an educational institution, we believe that there are some areas that maybe we could best out-source to other contractors or out-source to other vendors, such as food service, maintenance and repairs, transportation, even reviewing the management information system now. We have discovered that it is not necessary to have your mainframes situated in the District as to where you are and still get the kind of information, looking at security and assessment.

So those are areas that we would like to overhaul under the business and management.

We also want a performance oriented work force, and I can say to you that there are several things we believe need to go hand in hand with that. One is a performance incentive, such as school-wide cash awards for meeting the annual performance goals; pay increases based on accountability and performance rather than longevity; flexibility through the elimination of such restrictive personnel practice and building level seniority preferences; broad certification options to open nontraditional routes for teacher calendars.

And then we do advocate that for those teachers that have not already gone through the current testing procedures in the District, that we believe that over a period of time we should ask that that occur.

We also want to require that all principals go through the assessment process for administrators to assure that they have the skills to become administrators.

The fourth one has to do with rebuilding our facilities and the key part there is from an accountability standpoint, we are saying that we would be willing to look at a construction authority that would have the sole responsibility for managing the funds. The decision about what needs to be done would rest with the Superintendent and the Board of Education and the building level restructuring teams that would be giving the input to us.

Because I see the light there, moving quickly to student achievement at the national standards, we do believe that that is something that has to be taken into consideration. We are willing to move to looking at national standards. Obviously we want to make sure that the resources that are necessary to move our students to that particular arena are in place.

Harnessing national and community resources for an all out effort, we believe that we could benefit from having the best and the brightest from around the country coming to work with some of the best and the brightest that we have in the District of Columbia, making sure that new ideas are in place and implemented to the degree that we know that they can be. In many cases, we need that support mechanisms to work with our staff on board, and we would be asking Congress to establish some kind of a national program where you would bring those people here, pay an honorarium to them. They would serve a year, and they would go back to their respective cities or school systems.

Still far more outside involvement in our reform initiative is required. Specifically, we need funding to establish family resource centers at all schools eligible to receive Chapter 1 services, as well as moneys for a national city partnership to provide honoraria to rotate the Nation's best principals, teachers, and practitioners through the DC public schools.

We also require external monitoring and public reporting on all DC public school activities and accomplishments and all aspects of our performance.

In addition, ideally a community compact for education would be established in which the Federal and private sectors would pledge financial and human resources, such as I had mentioned a major expansion of the jobs for DC graduates program, in turn for our attainment of specified benchmarks. We provide the students; they provide the jobs. If they are not satisfied, we take them back and guarantee the performance.

That concludes my statement.

[The prepared statement of Dr. Smith follows:]

TESTIMONY OF FRANKLIN L. SMITH
SUPERINTENDENT AND CHIEF STATE SCHOOL OFFICER
OF THE
DISTRICT OF COLUMBIA PUBLIC SCHOOLS

BEFORE THE SUBCOMMITTEE ON OVERSIGHT AND INVESTIGATIONS OF THE
HOUSE COMMITTEE ON ECONOMIC AND EDUCATIONAL OPPORTUNITIES

REGARDING THE DISTRICT OF COLUMBIA PUBLIC SCHOOLS
PLAN FOR ACCELERATING EDUCATION REFORM IN THE DISTRICT OF
COLUMBIA

JUNE 27, 1995

GOOD AFTERNOON, CHAIRMAN HOEKSTRA AND OTHER MEMBERS OF THE SUBCOMMITTEE AND COMMITTEE. I AM FRANKLIN L. SMITH, SUPERINTENDENT AND CHIEF STATE SCHOOL OFFICER OF THE DISTRICT OF COLUMBIA PUBLIC SCHOOLS. IT IS MY PLEASURE TO COME BEFORE YOU TODAY TO TESTIFY REGARDING THE D.C. PUBLIC SCHOOLS PLAN FOR ACCELERATING EDUCATIONAL REFORM IN OUR CITY.

LOCAL SCHOOL GOVERNANCE-- DECENTRALIZATION, AUTONOMY AND CHOICE

AS YOU MAY RECALL, TURNING OVER AS MUCH DECISION-MAKING AUTHORITY AS POSSIBLE TO THOSE WHO WILL BE MOST AFFECTED BY THE DECISIONS INVOLVED--- THAT IS, PARENTS, TEACHERS, AND SCHOOL-BASED

ADMINISTRATORS--- IS ONE OF THE CORNERSTONES OF THE BOLD REFORM INITIATIVE, BESST ("BRINGING EDUCATIONAL SERVICES TO STUDENTS"), THAT OUR SCHOOL SYSTEM HAS EMBARKED UPON. WE HAVE LAID THE GROUNDWORK FOR SUCH SCHOOL-BASED MANAGEMENT BY ESTABLISHING LOCAL SCHOOL RESTRUCTURING TEAMS ("LRST'S) TO PARTICIPATE IN COLLABORATIVE DECISION-MAKING IN ALL SCHOOLS AND BY NAMING FIFTY-SEVEN (57) ENTERPRISE SCHOOLS AND NINE (9) SCHOOL-WITHIN-A-SCHOOL CHARTERS, OPERATING WITH LIMITED AUTONOMY. ULTIMATELY, OUR GOAL IS TO OFFER THE FOLLOWING MENU OF MANAGEMENT OPTIONS FOR LOCAL SCHOOLS:

- ENTERPRISE SCHOOLS WHICH HAVE AUTONOMY OVER CURRICULUM, INSTRUCTION, PERSONNEL AND STAFFING, BUDGET, PROGRAMS AND OPERATIONS AND ARE ACCOUNTABLE TO THE CENTRAL ADMINISTRATION FOR STUDENT OUTCOMES AND THE MANAGEMENT OF RESOURCES;

- SCHOOL-WITHIN-A-SCHOOL (TEACHER-DESIGNED) CHARTERS WHICH HAVE AUTONOMY SIMILAR TO THAT OF ENTERPRISE SCHOOLS;

- MANAGEMENT SERVICE CONTRACTS WITH CORPORATIONS, UNIVERSITIES, AND OTHER INSTITUTIONS; AND

- PUBLIC SCHOOL CHARTERS WHICH WILL BE AUTONOMOUS NEW PUBLIC SCHOOLS SPONSORED BY OUTSIDE INSTITUTIONS (RANGING FROM UNIVERSITIES TO COMMUNITY-BASED ORGANIZATIONS TO PARENT GROUPS) IN ACCORDANCE WITH CRITERIA DEVELOPED BY THE SUPERINTENDENT AND APPROVED BY THE BOARD AND WITH APPEALS HEARD BY AN INDEPENDENT BODY.

WE ALSO WISH TO SEE ALL PUBLIC SCHOOLS OPERATE WITH MARKET MECHANISMS, AS BUYERS OF SERVICES FROM INSIDE AND OUTSIDE THE SYSTEM AND AS VENDORS OF EDUCATIONAL PROGRAMS UNDER PARENT CHOICE. IN ADDITION, IN OUR VISION OF OUR SCHOOL SYSTEM, ALL SCHOOLS HAVE DISTINCTIVE, FOCUSED MAGNET OR THEMATIC PROGRAMS, AS WELL AS CONTROL OVER CURRICULUM AND INSTRUCTION, HIRING AND FIRING, PROGRAMS AND OPERATIONS. IN ADDITION, THEY ARE ACCOUNTABLE FOR BOTH STUDENT OUTCOMES AND THE MANAGEMENT OF RESOURCES, WITH EXTERNAL AS WELL AS INTERNAL MONITORING.

FINALLY, CONSISTENT WITH OUR POLICY OF SHARED DECISION-MAKING, WE

FORESEE HAVING A PUBLIC SCHOOL VOUCHER PROGRAM WHICH WILL ALLOW FOR PARENTAL CHOICE WHILE ALSO PROVIDING A PREFERENCE TO NEIGHBORHOOD RESIDENTS. WE ALSO INTEND TO CONTINUE REDUCING THE SIZE OF CENTRAL OFFICES, SUBJECT TO MARKET DEMAND FOR THEIR SERVICES.

TO ACCOMPLISH THESE GOALS, WE WILL REQUIRE THE ENACTMENT OF LEGISLATION FOR PUBLIC SCHOOL CHARTERS, AS WELL AS LEGISLATION TO CONFORM PERSONNEL AND FINANCIAL LAW TO SUPPORT SCHOOL AUTONOMY. WE WILL ALSO NEED ADDITIONAL PER PUPIL FUNDING FOR THE INCREASES IN STUDENT ENROLLMENT RESULTING FROM THE ESTABLISHMENT OF PUBLIC SCHOOL CHARTERS, AS WELL AS MONIES FOR SPECIAL INITIATIVES WITHIN ENTERPRISE SCHOOLS AND SCHOOL-WITHIN-A-SCHOOL CHARTERS.

MANAGEMENT AND BUDGET PRACTICES

WE IN THE D.C. PUBLIC SCHOOLS RECOGNIZE THAT OUR KEY INTERNAL MANAGEMENT SYSTEMS NEED TO BE COMPLETELY OVERHAULED. WE ALSO ACKNOWLEDGE THAT OUR SERVICE DELIVERY SHOULD BE MARKET DRIVEN AND PERFORMANCE ORIENTED AND THAT OUR BUDGET MUST BE ZERO-BASED, FULLY JUSTIFIED, AND FORMULA FUNDED.

FOR THESE REASONS, OUR SCHOOL SYSTEM IS CONSIDERING OUTSOURCING SEVERAL FUNCTIONS NOW PERFORMED BY D.C. PUBLIC SCHOOLS EMPLOYEES. TOWARD THAT END, WE ARE HAVING DISCUSSIONS WITH VARIOUS VENDORS TO ASCERTAIN WHAT SERVICES ARE AVAILABLE AND, SUBSEQUENTLY, PREPARE APPROPRIATE REQUESTS OF PROPOSALS ("RFP'S"). THE AREAS ARE BEING CONSIDERED FOR OUTSOURCING INCLUDE:

- FOOD SERVICES;

- MAINTENANCE AND REPAIRS;

- TRANSPORTATION;

- MANAGEMENT INFORMATION SYSTEMS (THAT IS, PAYROLL, ACCOUNTS PAYABLE, STUDENT ACCOUNTING, PERSONNEL AND PURCHASING);

- SECURITY; AND

- SPECIAL EDUCATION ASSESSMENTS.

AT THIS TIME, NO PROPOSALS FOR CONTRACTING OUT FUNCTIONS NOW PERFORMED BY D.C. PUBLIC SCHOOLS EMPLOYEES HAVE BEEN FINALIZED AND SUBMITTED FOR BOARD APPROVAL. WHEN AND IF THE BOARD APPROVES OUTSOURCING ANY FUNCTIONS NOW PERFORMED IN-HOUSE, WE WILL BE ABLE TO PROVIDE THE CONGRESS WITH MORE SPECIFIC INFORMATION ON THIS SUBJECT.

IN THE INTERIM, TO IMPROVE OUR INTERNAL MANAGEMENT AND BUDGET PRACTICES, WE WOULD REQUEST GENERAL ACCOUNTING OFFICE ("GAO") STAFF ASSISTANCE TO ENABLE US TO CONDUCT A THOROUGH PERSONNEL AUDIT, AS A FIRST STEP IN OUR EFFORT TO DEVELOP A CREDIBLE ZERO-BASED BUDGET. WE WOULD ALSO SEEK THREE-YEAR CONTRACTS FOR OUTSIDE EXPERTS, ON A TURNKEY BASIS, TO DEVELOP NEW BUSINESS MANAGEMENT SYSTEMS FOR BUDGET, FINANCE, PERSONNEL, MANAGEMENT INFORMATION SERVICES, PROCUREMENT, SUPPLY MANAGEMENT, TRANSPORTATION, AND FOOD SERVICES, INCLUDING THE DEVELOPMENT OF TECHNOLOGY SYSTEMS AND THE COMPREHENSIVE TRAINING OF D.C. PUBLIC SCHOOLS PERSONNEL. IN ADDITION, WE WILL NEED A FORMULA FOR

BUDGETING AND FUNDING OUR SCHOOL SYSTEM BASED ON SPECIFIC LOCAL SCHOOL STAFFING AND SERVICE NEEDS, AS WELL AS THE ENACTMENT OF LEGISLATION REQUIRING THAT WE RETAIN ALL PROCEEDS FROM DOWNSIZING AND EFFICIENCY SAVINGS FOR REINVESTMENT IN DIRECT SERVICES TO CHILDREN.

PERFORMANCE-ORIENTED WORKFORCE

WE IN THE SCHOOL SYSTEM ALSO ACKNOWLEDGE THE PRESSING NEED TO REWARD HIGH-QUALITY PERFORMANCE AND TO REBUILD TEACHER MORALE AFTER PAY CUTS AND FURLOUGHS. CURRENTLY, A PATCHWORK OF PERSONNEL RULES AND RESTRICTIONS INHIBITS FLEXIBILITY AND IS INCOMPATIBLE WITH REWARDING GOOD PERFORMANCE AND PLACING CONTROL IN THE HANDS OF LOCAL SCHOOL COMMUNITIES. WHILE PENDING LEGISLATION WOULD RETURN SOLE CONTROL OF EVALUATIONS TO THE SUPERINTENDENT, MUCH MORE IS NEEDED.

SPECIFICALLY, OUR CREATION OF A PERFORMANCE-ORIENTED WORKFORCE WILL REQUIRE A LEGISLATIVE GUARANTEE AGAINST FURLOUGHING TEACHERS AND OTHER SCHOOL-BASED STAFF. ADDITIONALLY, IN ORDER TO

GIVE LOCAL SCHOOL STAFF AND COMMUNITIES THE CAPACITY TO SHAPE THE INSTRUCTIONAL WORKFORCE AT EACH SCHOOL. WE WILL ALSO NEED REVISIONS TO RESTRICTIVE LEGISLATION TO PERMIT:

- PERFORMANCE INCENTIVES, SUCH AS SCHOOL-WIDE CASH AWARDS, FOR MEETING ANNUAL PERFORMANCE GOALS;

- PAY INCREASES BASED ON ACCOUNTABILITY AND PERFORMANCE RATHER THAN LONGEVITY;

- FLEXIBILITY THROUGH THE ELIMINATION OF SUCH RESTRICTIVE PERSONNEL PRACTICES AS BUILDING LEVEL SENIORITY PREFERENCES, "PERMANENT" ENTITLEMENTS TO POSITIONS, THE PERMANENT APPLICATION OF "PAST PRACTICES", AND REQUIRING COMPETITION FOR APPOINTMENTS TO ALL POSITIONS;

- BROAD CERTIFICATION OPTIONS TO OPEN NON-TRADITIONAL ROUTES FOR TEACHER CANDIDATES;

- THE TESTING OF ALL TEACHERS WHO HAVE NOT MET INCOMING TEACHER

REQUIREMENTS; AND

- REQUIRING ALL PRINCIPALS TO COMPLETE THE ASSESSMENT PROCESS FOR ADMINISTRATORS.

TO CREATE A PERFORMANCE-ORIENTED WORKFORCE, WE WILL ALSO REQUIRE SAFE, CLEAN SCHOOL AND CLASSROOM ENVIRONMENTS AND THE RESOURCES NECESSARY FOR EFFECTIVE TEACHING AND LEARNING. IN ADDITION, WE MUST HAVE THE CAPABILITY FOR PROVIDING STAFF DEVELOPMENT FOR TEAM BUILDING AND SHARED DECISION-MAKING, AS WELL AS A FORMAL CAREER LADDER PROGRAM THROUGH WHICH TEACHERS CAN ADVANCE WHILE REMAINING IN THE CLASSROOM. NEEDLESS TO SAY, WE WILL ALSO NEED THE FUNDING NECESSARY TO OFFER SALARIES COMPARABLE TO THOSE OF THE SURROUNDING JURISDICTIONS.

REBUILT FACILITIES

SOME MONTHS AGO, THE D.C. PUBLIC SCHOOLS ESTABLISHED A TASK FORCE, COMPRISED OF BUSINESS AND COMMUNITY PERSONS, TO WORK WITH THE PRIVATE SECTOR IN DEVELOPING A MULTI-YEAR CAPITAL IMPROVEMENT

PLAN FOR OUR SCHOOL SYSTEM. ANOTHER GROUP IS PREPARING FOR THE ESTABLISHMENT OF PRIVATE SECTOR PARTNERSHIPS TO REHABILITATE CERTAIN SCHOOL FACILITIES. AT THIS TIME, OUTSIDE CONSULTANTS CALCULATE BUILDING NEEDS OF ALMOST $600 MILLION TO REHABILITATE THE DISTRICT'S PUBLIC SCHOOL BUILDINGS, THE AVERAGE AGE OF WHICH IS OVER FIFTY (50) YEARS.

OUR CHANCES FOR SUCCESSFULLY IMPLEMENTING A FACILITIES IMPROVEMENT PROGRAM WOULD BE GREATLY ENHANCED BY THE ESTABLISHMENT OF A SCHOOL RECONSTRUCTION AUTHORITY, RESPONSIBLE FOR ALL ASPECTS OF D.C. PUBLIC SCHOOLS CAPITAL IMPROVEMENT, OPERATING AUTONOMOUSLY IN RESPONSE TO EDUCATIONAL NEEDS IDENTIFIED BY THE SCHOOL SYSTEM. ADDITIONALLY, THE SUCCESS OF THIS EFFORT WILL REQUIRE A COMMITMENT OF MAJOR FUNDING, EXPERTISE, AND SERVICES FROM THE FEDERAL AND PRIVATE SECTORS.

STUDENT ACHIEVEMENT AT NATIONAL STANDARDS

CURRENTLY, THE D.C. PUBLIC SCHOOLS IS MOVING FROM A COMPETENCY-BASED CURRICULUM TO A PERFORMANCE-BASED EDUCATION DESIGNED TO

ENABLE STUDENTS TO ACHIEVE WORLD-CLASS STANDARDS. IN THE NEAR FUTURE, OUR CURRICULUM, PROFESSIONAL DEVELOPMENT, AND ASSESSMENT WILL ALL BE PERFORMANCE-BASED AND ALIGNED WITH NATIONAL VOLUNTARY STANDARDS. AT THE SAME TIME, OUR SCHOOL SYSTEM IS ALSO DEVELOPING A STANDARDS-BASED, RESULTS-ORIENTED ASSESSMENT PROGRAM FOR SCHOOLS WHICH FEATURES BOTH REWARDS, SUCH AS SCHOOLWIDE CASH BONUSES, AND SANCTIONS, INCLUDING DIRECT INTERVENTION.

TO ENSURE THE SUCCESS OF BOTH OUR PERFORMANCE-BASED CURRICULUM AND OUR ASSESSMENT PROGRAM, WE WILL REQUIRE FUNDING AND TECHNICAL ASSISTANCE FOR THE EXPANSION AND FULL INTEGRATION OF TECHNOLOGY, AND OTHER INTERVENTION, TO IMPROVE OUR SCHOOLS. WE WILL ALSO NEED THE LEGISLATION AND FUNDING, FOR SUCH ITEMS AS TEACHER SALARIES, NECESSARY TO EXTEND THE SCHOOL DAY, WEEK AND YEAR FOR STUDENTS WHO NEED MORE INSTRUCTIONAL TIME. IN ADDITION, WE MUST HAVE MONIES FOR THE EXPANSION OF THE D.C. PUBLIC SCHOOLS PROFESSIONAL DEVELOPMENT SCHOOL TO TRAIN ALL OF OUR TEACHERS.

HARNESSING NATIONAL AND COMMUNITY RESOURCES FOR AN ALL-

OUT EFFORT

FOR SOME TIME, WE IN THE SCHOOL SYSTEM HAVE RECOGNIZED THE IMPORTANCE OF PRIVATE SECTOR AND COMMUNITY PARTNERSHIPS THAT HAVE PROVIDED THE IMPETUS FOR SPECIALIZED MAGNET PROGRAMS IN OUR SENIOR HIGH SCHOOLS AND HAVE SUPPORTED BOTH THE "JOBS FOR D.C. GRADUATES PROGRAM" AND OUR ADOPT-A-SCHOOL PROGRAM. FEDERAL AND DISTRICT PROGRAMS, SUCH AS EVEN START, PARENTS AS TEACHERS, AND THE PREVIOUSLY-FUNDED TURNING POINTS PROGRAMS, HAVE ALSO PROVIDED HEALTH AND SOCIAL SERVICES TO STUDENTS AND THEIR FAMILIES.

STILL, FAR MORE OUTSIDE INVOLVEMENT IN OUR REFORM INITIATIVE IS REQUIRED. SPECIFICALLY, WE NEED FUNDING TO ESTABLISH FAMILY RESOURCE CENTERS AT ALL SCHOOLS ELIGIBLE TO RECEIVE CHAPTER 1 SERVICES, AS WELL AS MONIES FOR A NATIONAL CITY PARTNERSHIP TO PROVIDE HONORIA TO ROTATE THE NATION'S BEST PRINCIPALS, TEACHERS AND PRACTITIONERS THROUGH THE D.C. PUBLIC SCHOOLS. WE ALSO REQUIRE EXTERNAL MONITORING AND PUBLIC REPORTING ON ALL D.C. PUBLIC SCHOOLS ACTIVITIES AND ACCOMPLISHMENTS AND ALL ASPECTS OF OUR

PERFORMANCE. IN ADDITION, IDEALLY, A COMMUNITY COMPACT FOR EDUCATION WOULD BE ESTABLISHED IN WHICH THE FEDERAL AND PRIVATE SECTORS WOULD PLEDGE FINANCIAL AND HUMAN RESOURCES, SUCH AS A MAJOR EXPANSION OF THE JOBS FOR D.C. GRADUATES PROGRAM, IN RETURN FOR OUR ATTAINMENT OF SPECIFIED BENCHMARKS AND GOALS

CONCLUSION

THAT CONCLUDES MY DESCRIPTION OF OUR PLAN FOR ACCELERATING EDUCATION REFORM IN THE DISTRICT OF COLUMBIA. FOR YOUR INFORMATION, I HAVE ATTACHED TO MY STATEMENT A DOCUMENT WHICH SETS OUT THE TIMEFRAME IN WHICH WE WOULD LIKE TO IMPLEMENT THIS EFFORT. I THANK YOU FOR THE OPPORTUNITY TO TESTIFY TODAY AND WOULD BE HAPPY TO RESPOND TO ANY QUESTIONS THAT YOU MIGHT HAVE.

ACCELERATING EDUCATION REFORM IN THE DISTRICT OF COLUMBIA: BUILDING ON BESST

I. LOCAL SCHOOL GOVERNANCE -- DECENTRALIZATION, AUTONOMY AND CHOICE

DCPS will offer a *menu of management options for local schools*:

- Enterprise Schools: autonomy over curriculum and instruction, personnel and staffing, budget, programs and operations with accountability to central administration for student outcomes and management of resources
- School-Within-a-School (teacher designed) Charters: autonomy similar to Enterprise Schools
- Management services contracts/partnerships with businesses, universities and associations
- Public school charters: autonomous new public schools sponsored by outside institutions (ranging from universities to community-based organizations to parent groups), under criteria developed by Superintendent and approved by the Board (incorporating features of proposed legislation pending before D.C. Council). Charter appeals would be heard by independent body.

All public schools are to operate with:

- Market mechanisms: as buyers of services from inside or outside the system; as vendors of educational programs under parent choice
- Distinctive, focussed magnet or thematic programs
- Control of curriculum and instruction, hiring and firing, programs and operations
- Separate line-item appropriation of funds based on number of pupils and their needs
- Accountability for student outcomes and management of resources; internal and external monitoring

Public school vouchers for parent choice, allowing preferences for neighborhood residents

Central offices reduced in size and organized to serve local school-based decision-making and technical assistance needs, subject to market demand for services

Ongoing Action

Fifty-seven (57) Enterprise Schools and nine (9) School-Within-a-School Charters named and operating with limited autonomy	SY 1994-95
Increasing number of schools with distinctive, focussed programs, especially at senior high level	Ongoing
Development of internal accountability mechanisms	Ongoing

Further Actions Required

Technical assistance, research and systems development to establish market mechanisms for school purchase of services; to improve and extend magnet/thematic programs; to develop full and effective accountability systems; to establish appropriate per pupil cost for allocation to autonomous schools and programs	SY 1995-96 Implementation Fall, 1996
Enabling legislation for public school charters	Fall, 1995
Legislation to conform personnel and financial law to support school autonomy (see Sections II and III)	January, 1996
Technical assistance, policy development and research and systems development to establish public school voucher system	SY 1995-96 Implementation September 1996
Additional per pupil funding for increases in enrollment resulting from establishment of public school charters	FY 1997
Transfer of all policy decision-making authority (including curriculum, extra-curricular activities, personnel, financial management and other aspects of school management) to Local School Restructuring Teams, under standards and guidelines set by the Superintendent (selected Enterprise Schools and Charters)	September 1995

Shared decision-making -- significant involvement, control and responsibility for all stakeholders in local schools -- is critical to decentralization, local school autonomy (school-based management), and public school choice.

Ongoing Action

Local School Restructuring Teams (LSRT) including principal, teachers, parents, others at all schools develop school plan with goals, benchmarks, action, reviewed and updated annually	Ongoing since SY 1992-93
Planning and implementation of developmentally appropriate organizational structures on the early learning years level	Ongoing since 1990
Training of school teams in middle school practices and concepts and research-based standards	Ongoing since SY 1993-94
Restructuring of senior high schools (Renaissance 2000) into smaller learning communities reflecting the characteristics of a 21st century school	Ongoing since Summer 1994

Further Actions Required

Funding for technical assistance to and training of LSRTs	SY 1995-96
Monitoring of compliance with requirements for member selection, activities, etc.	SY 1995-96
Funding for implementation of successful early childhood model of developmentally appropriate practices, extending it to upper elementary years	SY 1995-96
Funding for staff development of all middle school teachers	SY 1995-96
Funding for planning grants and staff development for continued restructuring and improvement of senior high schools	SY 1995-96

II. MANAGEMENT AND BUDGET PRACTICES

DCPS recognizes that key internal management systems need to be completely overhauled; that service delivery should be market driven and performance oriented; and that its budget needs to be zero-based, fully justified and formula funded.

- **Personnel Audit**

Further Actions Required

GAO staff assistance to enable DCPS to conduct a thorough personnel audit in order to develop the database needed for preparation of a credible zero-based budget	Summer, 1995

- **Rebuilding Management Operations**

DCPS needs to utilize external resources to overhaul completely its management operations, and to strengthen management and records technology for budget and personnel.

Ongoing Action

New Student Information System implemented and staff training begun	SY 1994-95

Further Actions Required

Contracts of three (3) years for outside experts, on a turnkey basis, to develop new business management systems for budget, finance, personnel, management information systems, procurement, supply management, transportation and food services; including technology systems and comprehensive training of DCPS personnel	Fall, 1995

- **Zero-Based Budgeting/Formula-Based Funding**

DCPS budget requests will be based on review and justification of the "base" budget, rather than incremental additions of new funds. Service delivery will be market driven and performance oriented. Formula-based funding of DCPS would provide a "building block" approach to budgeting and staffing based on classroom needs and best management principles.

Ongoing Action

Towers-Perrin study of instructional management recommended new organization to reflect shift to school-based management, including staffing for each central unit, a staffing model for local schools and allocations for school improvement. DCPS has adopted the new organization, and current downsizing measures are working toward central staffing recommendations.	February, 1994
Policy for fiscal management including requirement for justification of existing programs and personnel and reprogramming controls	Ongoing since SY 1993-94

Further Actions Required

Technical assistance in formulating process to develop local school budgets integrated with local school plans as basic building blocks for system budget	SY 1995-96
Technical assistance to interagency group (Mayor/Council/DCPS/ community) developing formula for school system funding by District government	Summer 1995
Identification of stable source of District funding	FY 1997

o **Retention/Reinvestment of Budget Savings and Efficiencies into Classroom Priorities**

Ongoing Action	
Savings from elimination of over 1500 DCPS positions have been directed to offset District budget deficits rather than being reallocated to direct services to children	Ongoing since FY 1992
Further Actions Required	
Legislation requiring retention of all savings from downsizing, streamlining and efficiency for reinvestment in direct services to children	FY 1996

o **Consolidation and Discretion in Use of Federal Funding**

Ongoing Action	
Local schools determine School-Wide Projects funded under Chapter 1	SY 1993-94
Further Actions Required	
Designate Enterprise Schools and School-Within-a-School Charters as direct recipients of grants	FY 1997
Consolidate federal funding into flexible units	FY 1997

o **Enhanced Internal Audit/External Monitoring**

Ongoing Action	
Internal auditing functions have been upgraded as part of Office of Accountability	January, 1994

Further Actions Required

Identification of an external monitoring body with full access to necessary data	SY 1995-96
Strengthening and funding of internal audit and "customer response" capacity of DCPS	SY 1995-96

III. PERFORMANCE ORIENTED WORKFORCE

DCPS recognizes as imperative the need to *reward high quality performance* and to *rebuild teacher morale* after pay cuts and furloughs. A patchwork of personnel rules and restrictions inhibits flexibility and is incompatible with rewarding good performance and placing control in local school communities. Pending legislation returns sole control of evaluations to the Superintendent, but much more is needed.

o **Rebuilding of Teacher Morale**

Teacher morale has been seriously depressed by several years of furloughs and cancellation of step increases and the attendant perception of teachers that the public does not believe that what teachers do is important. Discipline and other security problems, deteriorated facilities, and chronic shortages of basic texts, supplies, and technology, aggravated by mid-year budget rescissions, also contribute to teacher discouragement. At the same time, dedication, long hours and high-quality teaching often pass unrecognized.

Ongoing Action

Board adoption of policy enabling creation of a teacher career ladder, which permits teachers to advance professionally while remaining in the classroom	SY 1989-90
Shift of decision-making authority over resources to LSRTs at Enterprise Schools and School Within-a-School Charters will alleviate shortages of texts and supplies	September, 1995

Further Actions Required

Legislative guarantee against furloughs of teachers and other school-based staff	Summer, 1995
Provision of a safe, clean school/classroom environment and resources needed for effective teaching and learning requires implementation of numerous action parts of this plan	Begin Summer, 1995

Technical assistance in formulation of formal career ladder program in which promotion from one career level to another would be based on performance criteria developed in collaboration with teachers; funding for new higher level status	SY 1995-96
Staff development for team building and shared decision-making to promote confidence in fairness of career ladder decisions	SY 1995-96
Funding for comparability of pay scales with those of surrounding school districts (consistent with new demands on and responsibilities of teachers discussed throughout this document)	FY 1997

o **Revision of Legal Provisions Restricting Flexibility at Local Schools**

Revision of the current patchwork of laws, regulations, rules and practices is necessary to give local school staff and communities the capacity to shape the instructional workforce at each school to its own needs.

Ongoing Action

Board initiation of revision of restrictive rules within the confines of current statutory law; legislative changes sought	Spring, 1995

Further Actions Required

Legislation permitting:

School-wide cash awards for meeting annual performance goals Pay increases based on accountability and performance rather than longevity Elimination of building level seniority preferences Elimination of "permanence" in or "entitlement" to a position Bar legal application of "past practices" doctrine, which has acted to undermine rules that would allow new, better practices	Fall, 1995

Implementation of new Board policy requiring competitive appointment as a regular practice, rather than automatic assignment of displaced employees to other positions	Summer, 1995

o **Broad Teacher Certification Options**

DCPS needs to be able to hire a range of persons who can become outstanding teachers, including traditional education school graduates, liberal arts majors, and experienced individuals, while ensuring adequate levels of competence in both subject matter and teaching practice.

Ongoing Action

Broadened access through new experiential certification process and through program with Trinity College and Teach for America	Ongoing since SY 1992-93
Board adoption of more rigorous licensure (certification) requirements in appropriate areas	SY 1993-94
DCPS participation in pilot of new National Professional Board Certification process; assistance to thirteen (13) teachers through university linkages	Began SY 1993-94

Further Actions Required

Refinement of process to certify persons who meet requirements of professionally accredited, non traditional routes to teaching	SY 1996-97
Funding and university technical assistance to support additional teachers seeking to meet standards for National Professional Board Certification	SY 1995-96
Funding and Board policy establishing career ladder rewards for teachers who achieve National Professional Board Certification standards	SY 1996-97

- **Teacher Testing**

  Ongoing Action

Praxis required for incoming teachers	SY 1992-93

  Further Actions Required

Board policy to test all teachers who have not met testing requirements now required of newly hired teachers	SY 1995-96
Board policy to align license renewal (recertification) requirements with national standards for teacher education (NCATE and NASDTEC) and with national content standards	SY 1995-96

- **Revision of Personnel Authority**

  District personnel law is currently so fractured that, in effect, there are dual personnel systems in DCPS, with multiple sets of personnel rules and laws which apply differently to employees depending on, e.g., the type of position or first date of employment. In addition, sole appointive authority within DCPS should be vested in the Superintendent and delegated to local school communities as a necessary part of school-based management.

  Ongoing Action

Legislation removing evaluation from collective bargaining is in the FY 1996 budget bill awaiting Congressional action	April, 1995

  Further Actions Required

Congressional adoption of legislation to remove evaluation from collective bargaining; comprehensive recommendation from Superintendent for new evaluation instruments and processes	SY 1995-96

Legislative action unifying personnel authority within DCPS	Fall, 1995
Rule revision removing Board's power to appoint principals; Superintendent appoints all central office and school-based administrators	Fall, 1995
Superintendent delegates staffing to local schools	Begin Fall, 1995

IV. REBUILDING THE BUILDINGS -- A SCHOOL RECONSTRUCTION AUTHORITY

Outside consultants (3D/International/AEPA Architects and Engineers) who assessed every building in DCPS inventory calculated a cost of almost $600 million needed to restore them to original, not modern, construction standards. The average public school building is 60 years-plus. District schools were closed by court order for several days last fall until thousands of fire code violations were abated, but new violations had appeared on a massive scale several months later because of deficiencies in basic systems such as roofs, electrical, and doors.

A School Reconstruction Authority would be a "bricks and mortar" entity with independent financing and operational authority guided by policy and needs defined by the Superintendent and Board of Education.

Ongoing Action

Appointment of a Task Force on Education Infrastructure for the 21st Century, comprised of business and community persons, to work with the private sector in developing a multi-year capital improvement plan	Began March, 1995 Plan July, 1995
Initiation of partnerships with the private sector to rehabilitate selected school facilities	May, 1995

Further Actions Required

Legislation authorizing a School Reconstruction Authority	Winter, 1996
Community hearings, final development of long-term facilities plan, to include demolition and construction or modernization	Fall, 1995
Major funding, expertise and services from federal and private sectors to carry out comprehensive facilities plan	SY 1995-96 on
Development of structural and technological infrastructure to support both educational needs and management systems	FY 1997

Technical assistance in assets management for utilization and leveraging of school system capital assets, District assets and federal assets within the District	Fall, 1995
Planning for use of schools as family resource centers and community anchors, for health care, recreation, family services and other needs to benefit children and families	SY 1995-96

V. STUDENT ACHIEVEMENT AT NATIONAL STANDARDS

DCPS is moving from a competency-based curriculum to performance based education designed to enable students to achieve at world class standards. Curriculum, professional development and assessment will be performance based and aligned with national voluntary standards. DCPS is developing a standards-based, results-oriented assessment program for schools with rewards -- such as school-wide cash bonuses-- and sanctions -- including direct intervention.

o **Student Achievement Standards and Performance-Based Assessments**

Ongoing Action

Development of standards-based mathematics assessments aligned with national standards, NAEP and Math, Science and Technology Curriculum Framework	SY 1994-95
Participation in Council of Chief State School Officers Multi-State Consortium for development of performance-based science assessments	SY 1993-94
Use of performance-based assessments in writing	SY 1993-94

Further Actions Required

Funding for five-year program to develop District-wide authentic assessments to include projects, portfolios, exhibition and other performance assessment measures	Begin SY 1995-96
Development of performance-based assessments in reading/language arts, social studies and specific secondary school courses	SY 1995-96 - SY 1996-97
Board policy to establish standards and proficiency tests for promotion gates at grades 3, 5 and 8, and graduation from grade 12	Begin with grade 3 in SY 1995-96, adding a gate in each successive year

Legislation to require that all colleges and universities in the District administer basic skills or college readiness tests with results reported for DCPS graduates on a school-by-school basis	Fall 1995
Legislation and funding, including teacher salaries, to extend the school day, week and year for students who need additional instructional time	FY 1997

o **Standards-Based Performance Assessment of Schools**

Ongoing Action

Development of performance standards and multi-year benchmarks, consistent with national standards, in the eleven areas of school improvement; baseline data established in SY 1993-94	Begun in SY 1994-95
Alignment of performance-based school assessment with standards and targets for incremental gains (benchmarks)	Begun in SY 1994-95
Development of performance levels which outline rewards, assistance, sanctions and direct intervention measures to be taken to ensure that all schools provide opportunities for all student to learn at world class standards	Begun in SY 1994-95

Further Actions Required

Technical assistance in refinement of school performance standards and school/community review	SY 1995-96
Funding for cash awards to schools that meet or exceed performance goals	FY 1997

o **Meeting Special Needs of Students**

DCPS needs to overhaul and integrate special needs programs with mainstream services: special education, language minority, homeless, Chapter 1, and to provide alternative placements and sanctions for discipline problems

Ongoing Action

Language minority program functions moved to Center for Systemic Educational Change (training, program development and mainstream integration) and Educational Accountability (intake and assessment, compliance monitoring)	July, 1995
Special education program functions moved to Center for Systemic Educational Change (training, program development and mainstream integration) and Educational Accountability (intake and assessment, compliance monitoring)	July, 1995
Adoption of revised discipline policies and rules emphasizing correction of student behaviors rather than putting students out of school	November, 1994
Establishment of four (4) alternative educational programs for students on long-term suspension or leaving criminal justice system	Ongoing

Further Actions Required

Technical assistance to overhaul special education and Chapter 1 programs to improve quality and legal compliance	SY 1995-96
Funding for additional alternative programs, including residential school or schools	Fall, 1996
Funding for in-school suspension centers for short-term suspensions	Fall, 1995
Funding of family resource centers to provide help to students in raising academic performance and offer other support to families in schools eligible for Title 1 services	SY 1996-97

- **Curriculum and Instruction**

DCPS is moving from its old Competency Based Curriculum to a performance-based curriculum and the instructional support systems necessary to implement it effectively.

Ongoing Action

Use of the Mathematics, Science Technology Curriculum Framework in all schools.	September, 1995
Introduction of the mathematics program resources in all elementary schools (new program that meets standards of National Council of Teachers of Mathematics)	SY 1995-96
Development of a five-year plan for integration and use of information technologies, telecommunications, and other learning technologies in the curriculum	September, 1995

Further Actions Required

Development of English/Language Arts Curriculum Framework	September, 1995
Funding and technical assistance for development, piloting, validation, dissemination and training in curriculum frameworks in all other subject areas	SY 1995-96 - SY 1997-98
Funding for equipment purchase and technical assistance in integration into the curriculum of information technologies, telecommunications network and other learning technologies	SY 1995-96
Funding and technical assistance to provide support for intervention for school improvement	SY 1995-96

Funding incentives for school teams that wish to use new strategies to raise student and school performance	SY 1995-96
Legislation and funding to support extension of school day, week and/or year for students who need additional instructional time to meet learning outcomes	FY 1997
Creative school/business partnerships to enhance curriculum and to provide meaningful school-to-work education and experiences	SY 1995-96

o **Professional Development**

Developing capacity to teach to world-class standards

Ongoing action

Training of teachers, principals, other school-based staff to use Mathematics, Science and Technology curriculum framework	SY 1995-96
Training of staff to use mathematics program resources (based on new District-wide math text)	SY 1995-96
Alignment of professional development activities with national content standards	SY 1995-96
Professional development school for secondary teachers (at Cardozo) -- serves small number of teachers	Fall, 1994

Continued training of limited number of teachers and other staff in:

- Developmentally appropriate practices
- Performance-based education
- The Urban Learner and The Responsive Classroom
- Literature-based reading

- Consensual decision-making and team building for LSRTs (see below)	
- Use of national content standards	Ongoing
Principals' Assessment Center to develop and screen principal candidates	Ongoing

Further Actions Required

Funding and university technical assistance to develop a network of professional development schools in collaboration with institutions of higher learning and the corporate sector	SY 1995-96
Funding to expand ongoing action into comprehensive professional development effort reaching *all* teachers, above-cited	
- Cardozo professional development school	
- Developmentally appropriate practices, Performance based education, etc.	SY 1995-96
Board policy to require all principals to complete process administered by Principals' Assessment Center	SY 1995-96
Development of required performance-based professional development for teachers and other staff with sanctions for failure to meet standards	SY 1995-96

VI. HARNESSING NATIONAL AND COMMUNITY RESOURCES FOR AN ALL-OUT EFFORT

DCPS has recognized the importance of private sector and community partnerships that have provided the impetus for specialized magnet programs in senior high schools; support of the "Jobs for D.C. Graduates Program," based on a nationally proven model, which currently has one thousand (1,000) students participating, and the Adopt-a-School Program. Small programs, such as Even Start, Parents As Teachers, and the previously funded Turning Points, have provided health and social services to students and families, but these reach only a tiny fraction of eligible families.

o **Schools As Community Anchors**

Schools will serve as community anchors with family resource centers and youth services centers providing comprehensive services and recreational and educational activities for students, families and community.

Ongoing Action

Small programs, including Even Start and Parents As Teachers, serving a small number of families; Turning Points, once in four (4) junior high schools and some of their feeder elementary schools, was terminated due to the District's fiscal crisis	Ongoing
Early Childhood Development and Family Support Centers at Frederick Douglass and Stanton Dwellings (public housing projects) provide families of children at two (2) public elementary schools with health and social services; the project is coordinated with educational services at the schools	Begun in 1992
District government funds job training programs in several public schools, including Anacostia Senior High School and Armstrong Adult Center	Ongoing

Further Actions Required

Funding and technical assistance to establish family resource centers at all schools eligible to receive Title I services, including expansion, where appropriate, of existing programs such as Even Start.	SY 1996-97

- **Affirmation of Educational Rights of All District of Columbia Children**

  The District lacks the right to education found in the constitutions of all fifty states.

  Further Actions Required

Legislation to establish in law a statement of the educational rights of District children	1996

- **Partnerships**

  Partnerships with national associations, agencies, businesses, and educational institutions will be strengthened and expanded to yield resources and support for District students.

  Ongoing Action

DCPS Public-Private Partnership Program provided impetus for establishment of specialized magnet programs in senior high schools; Adopt-A-School programs links schools with businesses, government agencies and other institutions	Since 1984-85

  Further Actions Required

Establishment of a *National City Partnership* to underwrite grant honoraria to bring to DCPS on a multi-year rotation the nation's best principals, teachers and practitioners, based on an application process	SY 1995-96
Establishment of externally managed center to facilitate productive partnership arrangements between individual schools and national associations, agencies, community organizations, and businesses	SY 1995-96

- **Regional Cooperation**

  Ongoing Action

Regional Superintendent's group provides informal exchange of ideas; Metropolitan Area Boards of Education (MABE) shares and publishes basic statistical information on area school system	Ongoing

  Further Actions Required

Support regional cooperation on a broad scale to encourage efficiencies, cross-jurisdictional access to programs, and sharing of resources, databases, training and curriculum opportunities	SY 1995-96

- **External Monitoring**

  The District needs an outside private entity to conduct systematic review and monitoring of the school system and to publish regular reports informing elected officials, parents and the community at large.

  Ongoing Action

COPE and Parents United perform monitoring and reporting functions as resources and access to data permit	Ongoing

  Further Actions Required

Establish a private entity with sufficient resources and access to information to provide thoroughgoing, regular analysis and reporting on DCPS activities, accomplishments and performance	SY 1995-96

- **Community Compact: Outside Support Contingent Upon DCPS Attainment of Benchmarks**

  Community financial and employment support demands DCPS' being accountable for its goals and its graduates.

Ongoing Action

Jobs for D.C. Graduates, a federally funded, nationally proven school-to-work program, has 1,000 students participating	SY 1993-94

Further Actions Required

Enter a Community Compact incorporating a "guaranteed graduate" concept wherein the business, foundation, and federal sectors pledge financial and human resources in return for DCPS' attainment of specified benchmarks and goals, including major expansion of jobs for the Jobs for D.C. Graduates program	SY 1995-96

Chairman HOEKSTRA. Thank you.

Mrs. Simmons.

STATEMENT OF MRS. ENID SIMMONS, DIRECTOR, OFFICE OF POLICY AND EVALUATION

Mrs. SIMMONS. Mr. Chair, subcommittee Members, I am here today to present on behalf of Mayor Barry the executive's position on public education. This is the first opportunity that we have had to present a statement, and I will try to stay within the five minutes.

Mayor Barry is and always has been a strong supporter of public education. As a member of the Board of Education and its President, he was one of the strongest advocates for education in the District of Columbia, and as mayor, he has insisted that all of his agencies within the executive branch support education programs and form partnerships with individual schools.

The mayor's office itself formed a partnership with the Fletcher Johnson School.

The issue that we are here to address today is meaningful, permanent, systemic reform of the public education system for the District. The failure of the school system for the vast majority of our kids is well documented, and I will not go through that, but I will submit some of our findings for the record.

The Mayor believes that we have to think and act differently about the way we use our resources with the public schools and the executive working together to set clear priorities with achievable goals and then consolidate and focus resources towards those ends.

Over the next two years Mayor Barry wants to see accomplished or significant progress toward the following goals.

First, there must be a shift in resources away from the central bureaucracy to the classroom.

Second, decisionmaking also should be shifted to the local school level, making possible greater fiscal and programmatic autonomy at the local school with meaningful input from the community.

Third, we must build a core curriculum for grades K–12 that establishes high standards and that will prepare our students for employment upon graduation or at least a meaningful opportunity for postsecondary education.

Fourth, we must insure that our children have the technology that they need so that they are prepared for the 21st century. Through the Goals 2000 initiative, we are developing a plan to make technology available to all students in every classroom. We are also planning the professional development necessary to prepare teachers to use technology effectively. We ask for Congress to support that initiative.

Fifth, we must improve the quality of our teaching staff, insure that they get the necessary in-service for retooling, develop a fair but rigorous performance standard and incentive system, and find a way to reward good teachers and weed out poor teachers.

We need to increase the quality of our counseling staff, particularly at the junior high and senior high levels, where students are making choices about the rest of their lives.

There should be developed as an integral part of the school curriculum practical experience in the world of work that will help our children transition more easily from school to work.

The schools should build a strong athletic program, and we need to insure the safety of children in and around school buildings by implementing a strong violence prevention program to include conflict resolution, peer mediation, and crisis intervention.

For the last five years we have spent over $40 million in capital improvements for the schools. Even so, we have had significant fire code violations. We need to reverse the deterioration of our school buildings, bring them to a state of repair that meets building and fire code requirements, and put in place a schedule of repair that will keep the facilities maintained.

For the long term, we must put in place the plans and means to build new, technologically smart facilities that will insure our children have the advanced technology available to them to make them truly prepared for the 21st century.

We ask that Congress assist us in this effort.

Finally, the school system and the executive must work together to insure that our children get the social, health, and recreational programs they need. Each day a large number of children arrive at school emotionally or academically unprepared to learn. We should allocate social and health services and integrate enrichment and recreation programs at school sites. Ideally our schools should be open from six in the morning until 10 at night and serve as a center for community activity.

I must emphasize that the situation in the District is not unique. There are school reform efforts going on across the country. In most instances, in most jurisdictions where radical reform is occurring, the executive has more authority over education than is the case in the District of Columbia and has exercised that authority to spearhead or to help facilitate the reform effort.

Mayor Barry feels strongly that radical reform of the District's education system is in order, reform that would shift the balance of power for public education and insure greater public accountability for educational outcomes.

When Congressman Diggs drafted the Home Rule legislation, he decided not to change the relationship of the Board of Education to the mayor and the council, leaving in place an unworkable governance structure. It is time to revisit that relationship.

The executive agrees with several proposals for governance changes that are currently before the City Council. A critical aspect of the proposed legislation is creation of a governance structure that places the Superintendent under the authority of the mayor. It is a structure that will facilitate better coordination among the schools and the executive.

The mayor also supports a diminished role for the Board of Education, and that is consistent with the shift in authority for education decisions to the local schools.

The mayor and the council should have permanent line item veto authority. In addition to the line item veto authority, the mayor intends to ask the City Council to impose stringent reprogramming restrictions to prevent the schools from shifting large sums designated for specific purposes from one category to the other, which is currently the case.

The school buildings represent a tremendous investment, as well as a valuable resource. The executive believes that greater control over their planning and use should be vested in the executive so that school facilities can be better tailored to the total needs of the community.

The concept of community hubs as proposed by the council of the District of Columbia is consistent with the mayor's belief that schools should be the center of community activity.

And, finally, the legislation proposed by the council would create a system for the oversight of Federal programs and would facilitate more effective planning and coordination among the various social, health, and recreational programs that support the health and development of youth.

Currently the DC Public Schools serves as both the State and the local education agency. It is a system that is inherently flawed. There is no accountability for Federal dollars or for outcomes for students. A number of proposals dating back to 1978 have recommended that kind of a consolidation. There is currently legislation in front of the council that would accomplish the same end.

There are a number of other proposals being discussed that appear worthy of further consideration. The IDEA schools chartered by communities and organizations outside of the public schools certainly warrants more study. As envisioned, it would increase choice for parents and students and promote school improvement through competition among schools to recruit students.

There are concerns, however, that in neighborhoods where most parents are not versed in education lingo, informed about innovative education programs, or do not feel empowered to act, the children attending schools in those neighborhoods will be left in poor quality schools and a two-tier system of public education will emerge, one for the haves and the other for the have nots.

The charter schools concept recently endorsed by Superintendent Franklin Smith, Wilma Harvey, Parents United, and COPE envisions the successful recruitment of think tanks, universities, professional associations, and businesses to sponsor charter schools in the more disenfranchised communities. To the extent that they are successful, we can support that.

Vouchers have also been proposed as a way to offer parents greater choice for the education of their children. The executive would reluctantly support a limited form of a voucher system that would permit no more than 5 percent of the student population to use vouchers for public school choice and District-based private school choice. There would have to be a means test so that vouchers are only available to moderate and low income families, and the private schools would have to be approved by the appropriate District of Columbia school officials.

Privatization of school building management is another concept that has had some success. It is an option that should certainly be available to local communities if they so choose.

The idea of a market driven central administration as a way to reduce the size of the central bureaucracy and make it more responsible to local schools is also intriguing. Under this scenario, local schools, of course, would purchase services that they need from the central administration. To the extent that central administration services were not needed, it would be reduced.

The creation of a pseudo-construction authority is another intriguing concept that warrants additional study and consideration. The executive is certainly willing to work with you on that.

There are numbers of other proposals which I will not go into today. I will say that the solutions we adopt, while they may improve the education of some, we have to make sure that whatever reform we do does not undermine the public schools' ability to provide quality education for all students.

We must recognize that under the leadership of Franklin Smith, the school system has already taken some small, but initial steps towards improving public education by increasing choice and granting decisionmaking authority to local schools. He is to be commended for those efforts.

Improving the educational outcomes for the vast majority of the city's young people though will require more than improving what happens in classrooms from nine to three, and we should not continue to make that the focus. We need to take a more holistic approach to improve all outcomes for our children, health, education, social, and economic. Therefore, we must put in place a realistic system of governance that will facilitate coordinated planning and integration of programs to support and enhance the quality of life of our youth.

The executive welcomes the support of the Congress. The mayor stands ready for continued dialogue on these options for school reform.

He has one final request, and that is that you join us, join the executive in adopting schools in the city.

[The prepared statement of Mrs. Simmons follows:]

GOVERNMENT OF THE DISTRICT OF COLUMBIA
EXECUTIVE OFFICE
WASHINGTON D C 20001

TESTIMONY
ENID SIMMONS
DIRECTOR
OFFICE OF POLICY
HEARING ON THE PUBLIC SCHOOLS OF THE DISTRICT OF COLUMBIA
HOUSE OVERSIGHT SUBCOMMITTEE OF THE EDUCATION AND ECONOMIC OPPORTUNITIES COMMITTEE
JUNE 27, 1995

TO CONGRESSMAN PETER HOEKSTRA, COMMITTEE MEMBERS, LADIES AND GENTLEMEN, IT IS A PLEASURE TO BE HERE TODAY ON BEHALF OF MAYOR BARRY TO PRESENT THE EXECUTIVE'S POSITION ON PUBLIC EDUCATION. FOR THE RECORD, I AM ENID SIMMONS, DIRECTOR OF THE OFFICE OF POLICY AND EVALUATION.

MAYOR BARRY IS AND ALWAYS HAS BEEN A STRONG SUPPORTER

OF PUBLIC EDUCATION. AS A MEMBER OF THE BOARD OF EDUCATION AND ITS PRESIDENT, HE WAS ONE OF THE STRONGEST ADVOCATES FOR EDUCATION IN THE DISTRICT OF COLUMBIA. AS MAYOR, HE HAS INSISTED THAT ALL AGENCIES WITHIN THE EXECUTIVE BRANCH SUPPORT EDUCATION AND FORM PARTNERSHIPS WITH INDIVIDUAL SCHOOLS. THE MAYOR'S OFFICE IS LEADING THE INITIATIVE AND IS FORMING A PARTNERSHIP WITH FLETCHER-JOHNSON EDUCATIONAL CENTER.

THE ISSUE BEFORE THE US TODAY IS MEANINGFUL, PERMANENT, SYSTEMIC REFORM OF PUBLIC EDUCATION WITH THE GOAL OF IMPROVED OUTCOMES FOR OUR CHILDREN.

WE HAVE TINKERED WITH THE SYSTEM, WE HAVE TRIED HUNDREDS OF PROGRAMS, WE HAVE CHANGED CURRICULUM, WE HAVE CHANGED ASSESSMENT, WE HAVE DESIGNED NEW STANDARDS, WE HAVE HAD THOUSANDS OF MEETINGS AND A THOUSAND SPEECHES. WE HAVE CONSULTED WITH VOLUNTEER

EXPERTS AND WE HAVE CONSULTED WITH HIGHLY PAID EXPERTS. NUMEROUS REPORTS, PLANS AND ANALYSES HAVE BEEN PUBLISHED. FOR MANY STUDENTS THESE EFFORTS HAVE BEEN BENEFICIAL. INDIVIDUAL STUDENTS HAVE BEEN HELPED BY INDIVIDUAL PROGRAMS.

BUT, FOR MOST STUDENTS, THE SYSTEM HAS NOT WORKED. MANY STUDENTS LEAVE HIGH SCHOOL UNPREPARED EITHER TO GET A GOOD JOB OR TO ENTER COLLEGE. NEARLY 50% OF THE STUDENTS LEAVING ELEMENTARY SCHOOL FAIL TO COMPLETE HIGH SCHOOL. THIS STATISTIC HAS NOT CHANGED APPRECIABLY OVER THE PAST TEN YEARS.

AT A RECENT SUMMIT AGAINST VIOLENCE CONVENED BY THE MAYOR AT SHAW JUNIOR HIGH SCHOOL, ONE AFTER ANOTHER OF THE YOUNG PEOPLE THERE SPOKE TO THE MAYOR AND SUPERINTENDENT ABOUT THEIR LACK OF INTEREST IN SCHOOL, THE IRRELEVANCE OF THE SCHOOL CURRICULUM, THE POOR QUALITY OF THEIR TEACHERS AND THE LACK OF A CARING

SCHOOL ENVIRONMENT.

THERE ARE SOME EXCEPTIONAL PROGRAMS AND EXCEPTIONAL SCHOOLS. DUNBAR HIGH SCHOOL HAS AN EXCELLENT PRE-ENGINEERING PROGRAM, STUDENTS ENROLLED IN THE PUBLIC SERVICE ACADEMY AT ANACOSTIA HIGH SCHOOL HAVE BETTER ATTENDANCE RATES THAN THE SYSTEMWIDE HIGH SCHOOL AVERAGE AND DO BETTER IN SCHOOL. MANY ELLINGTON GRADUATES RECEIVE ACADEMIC AWARDS AND SCHOLARSHIPS AS DO GRADUATES OF BANNEKER AND WILSON. JEFFERSON JUNIOR HIGH STUDENTS EXPERIENCE THE LATEST IN SATELLITE COMMUNICATIONS TECHNOLOGY. THERE ARE MANY OUTSTANDING PROGRAMS. BUT FOR FAR TOO MANY OF OUR CHILDREN SCHOOLS ARE WASTELANDS.

AS A COMMUNITY, WE MUST INSIST ON MORE EFFECTIVE USE OF AVAILABLE RESOURCES AND THE REFORM OF OUR SCHOOLS IN WAYS THAT WILL CAPTURE THE IMAGINATION OF OUR YOUNG PEOPLE AND PREPARE THEM FOR SUCCESS IN THE 21ST

CENTURY.

THERE IS NO QUESTION THAT MANY OF OUR CHILDREN HAVE SPECIAL NEEDS THAT MUST BE MET TO PREPARE THEM FOR LEARNING; BUT OTHER URBAN SCHOOL SYSTEMS WITH SIMILAR STUDENT POPULATIONS, MANY WITH LOWER PER PUPIL EXPENDITURES, ARE HAVING BETTER RESULTS. ACCORDING TO THE LATEST REPORT PUBLISHED BY THE D.C. COMMITTEE ON PUBLIC EDUCATION, OUR SCHOOL SYSTEM HAD THE THIRD HIGHEST PER PUPIL EXPENDITURES COMPARED WITH THE 14 URBAN DISTRICTS THAT HAVE STUDENT POPULATIONS SIMILAR TO OURS. YET WHEN OUR CHILDREN'S PERFORMANCE ON THE SAT'S WAS COMPARED, WE RANKED LAST. OUR DISADVANTAGED CHILDREN ALSO RANKED LAST ON THE NATIONAL ASSESSMENT OF EDUCATIONAL PROGRESS COMPARED WITH ALL OTHER DISADVANTAGED URBAN CHILDREN IN THE 38 STATES TESTED. BY OUR OWN MEASURE, THE COMPREHENSIVE TESTS OF BASIC SKILLS, OUR CHILDREN ARE NOT ACHIEVING. LAST YEAR, THE MAJORITY OF OUR CHILDREN IN ALL GRADES TESTED SCORED

BELOW THE 50TH PERCENTILE IN READING. AND, ON ANY GIVEN DAY, NEARLY 20 PERCENT OF YOUTH ENROLLED IN OUR SENIOR HIGH SCHOOLS ARE NOT IN CLASS.

LET ME TAKE A MOMENT TO QUOTE FROM THE MOST RECENT REPORT OF THE COMMITTEE ON PUBLIC EDUCATION, OUR CHILDREN ARE STILL WAITING:

QUOTE:

"WE THINK SO LITTLE PROGRESS HAS BEEN MADE BECAUSE, QUITE FRANKLY, THIS COMMUNITY HAS NOT *REALLY* TRIED REFORM.

- **DESPITE RHETORIC, ALL TOO MANY ARE INVESTED IN THE STATUS QUO. REFORM THAT IS PERCEIVED AS A THREAT IS ACTIVELY, AND VIGOROUSLY, OPPOSED.**
- **THERE IS A SERIOUS FRAGMENTATION OF RESPONSIBILITY AND ACCOUNTABILITY IN THE GOVERNANCE STRUCTURE, WHICH LEADS TO BLAME-SHIFTING, CONFUSION, AND A LACK OF ACCOUNTABILITY.**
- **THE SCHOOL SYSTEM DOES NOT SYSTEMATICALLY**

RECOGNIZE GOOD TEACHING, NOR DOES IT AGGRESSIVELY WEED OUT NON-PERFORMERS.

- THE BOARD OF EDUCATION'S MANAGEMENT OF THE SCHOOLS UNDERMINES THE SUPERINTENDENT AND HIS REFORM EFFORTS. THOSE WITHIN THE BUREAUCRACY AND ELSEWHERE VESTED IN THE STATUS QUO ARE BOLSTERED IN THEIR RESISTANCE BY THE BOARD'S INTERFERENCE AND SECOND-GUESSING.
- THERE HAS BEEN A LACK OF FOCUS AND CONSISTENT FOLLOW THROUGH WITHIN THE SCHOOL SYSTEM SINCE 1989. ONLY SINCE DR. SMITH'S ARRIVAL IN MID-1991 HAS THERE BEEN A MEASURE OF STABILITY AND MODEST PROGRESS.

FINALLY, THE SINGLE FACTOR THAT PERHAPS MAKES THIS STATE OF AFFAIRS POSSIBLE IS AN UNSPOKEN YET PREVALENT FEELING -- BOTH WITHIN AND EXTERNAL TO THE SCHOOL SYSTEM-- THAT THE SCHOOL SYSTEM IS IMMUNE TO SUBSTANTIVE CHANGE."

ENDQUOTE

WE MUST THINK AND ACT DIFFERENTLY ABOUT THE WAY WE USE OUR RESOURCES. WE MUST TAKE A COMPREHENSIVE, COORDINATED APPROACH INVOLVING THE SCHOOLS AND THE EXECUTIVE, SET CLEAR PRIORITIES WITH ACHIEVABLE GOALS, THEN CONSOLIDATE AND FOCUS ALL RESOURCES TOWARDS THOSE ENDS. OVER THE NEXT TWO YEARS, MAYOR BARRY WANTS TO SEE ACCOMPLISHED, OR SIGNIFICANT PROGRESS TOWARD, THE FOLLOWING GOALS FOR OUR SCHOOL SYSTEM:

o FIRST, THERE MUST BE A MAJOR SHIFT IN RESOURCES AWAY FROM THE CENTRAL BUREAUCRACY TO THE CLASSROOM. CURRENTLY, NEARLY 20 PERCENT OF THE STAFF EMPLOYED BY THE SCHOOL SYSTEM ARE NOT SCHOOL BASED. THE SYSTEM EMPLOYS APPROXIMATELY 61 PERCENT MORE NON-SCHOOL BASED STAFF THAN SIMILAR URBAN SYSTEMS; AND THE RATIO OF NON-SCHOOL BASED STAFF TO STUDENTS IS THE HIGHEST IN THE REGION.

o SECOND, DECISION MAKING ALSO MUST BE SHIFTED DOWN

TO THE LOCAL SCHOOL LEVEL MAKING POSSIBLE GREATER FISCAL AND PROGRAMMATIC AUTONOMY AT THE LOCAL SCHOOL WITH MEANINGFUL INPUT FROM THE COMMUNITY IN THE DECISION MAKING PROCESS.

o THIRD, WE MUST BUILD A CORE CURRICULUM FOR GRADES K-12 THAT ESTABLISHES CLEAR, HIGH STANDARDS FOR LEARNING AND DEVELOPMENT OF SKILLS THAT WILL ASSURE OUR YOUNG PEOPLE ARE EMPLOYABLE UPON GRADUATION FROM HIGH SCHOOL OR QUALIFY TO ENTER A POST-SECONDARY EDUCATION INSTITUTION.

o FOURTH, WE MUST ENSURE THAT OUR CHILDREN HAVE THE TECHNOLOGY TO ENSURE THAT THEY ARE PREPARED FOR THE 21ST CENTURY. THROUGH THE GOALS 2000 INITIATIVE, WE ARE DEVELOPING A PLAN TO MAKE TECHNOLOGY AVAILABLE TO ALL STUDENTS IN EVERY CLASSROOM IN OUR SCHOOLS. WE ARE ALSO PLANNING THE PROFESSIONAL DEVELOPMENT NECESSARY TO PREPARE TEACHERS TO USE THE TECHNOLOGY

EFFECTIVELY. IN ORDER TO ACCOMPLISH OUR OBJECTIVE, WE WILL NEED SIGNIFICANT SUPPORT TO UNDERWRITE THE COSTS. WE ASK THAT CONGRESS SUPPORT THIS INITIATIVE AND WORK WITH US TO ENSURE THAT ALL OF OUR YOUNG PEOPLE DEVELOP BASIC SKILLS IN THE USE OF TECHNOLOGY.

o FIFTH, WE MUST IMPROVE THE QUALITY OF THE TEACHING STAFF: WE MUST PROVIDE THE NECESSARY IN-SERVICE TRAINING TO RE-TOOL EXISTING STAFF; DEVELOP A FAIR BUT RIGOROUS TEACHER PERFORMANCE STANDARDS AND AN EVALUATION AND INCENTIVE SYSTEM THAT IDENTIFIES AND REWARDS GOOD TEACHERS AND WEEDS OUT POOR TEACHERS; AND WE MUST PROMOTE A WORK CULTURE WHERE EXCELLENCE IS EXPECTED AND NOTHING LESS IS TOLERATED.

o WE NEED TO INCREASE THE NUMBER AND QUALITY OF THE COUNSELING STAFF, PARTICULARLY AT THE MIDDLE AND SENIOR HIGH SCHOOL LEVELS. THE PRE-TEEN AND TEEN YEARS ARE DIFFICULT TIMES, PARTICULARLY FOR MANY OF OUR

YOUTH WITH TROUBLED BACKGROUNDS. OUR YOUNG PEOPLE NEED ADULTS TO PROVIDE GUIDANCE AS THEY MAKE CRITICAL CHOICES ABOUT THEIR LIVES NOW AND FOR THE FUTURE.

- THERE SHOULD BE DEVELOPED AS AN INTEGRAL PART OF THE SCHOOL CURRICULUM PRACTICAL EXPERIENCE IN THE WORLD OF WORK THAT WILL HELP OUR CHILDREN TRANSITION MORE EASILY FROM SCHOOL TO WORK.

- THE SCHOOLS SHOULD BUILD A STRONG ATHLETIC PROGRAM IN ELEMENTARY, MIDDLE AND SENIOR HIGH TO PROVIDE VIGOROUS PHYSICAL ACTIVITY TO IMPROVE PHYSICAL AND MENTAL HEALTH. THE ATHLETIC PROGRAM SHOULD INCLUDE BOTH INTRAMURAL AND INTERSCHOLASTIC COMPETITION IN A VARIETY OF SPORTS.

- WE NEED TO ENSURE THE SAFETY OF CHILDREN IN AND AROUND SCHOOL BY IMPLEMENTING A STRONG VIOLENCE PREVENTION PROGRAM TO INCLUDE CONFLICT RESOLUTION.

PEER MEDIATION AND CRISIS INTERVENTION.

o OVER THE LAST FIVE YEARS, WE HAVE SPENT OVER $40 MILLION DOLLARS OF OUR CAPITAL ON THE REPAIR AND RENOVATION OF OUR SCHOOL BUILDINGS. EVEN SO, WE HAD SO MANY UNREPAIRED FIRE CODE VIOLATIONS LAST YEAR THAT SOME SCHOOLS HAD TO CLOSE AND OTHERS HAD TO RECEIVE EMERGENCY REPAIRS. WE MUST REVERSE IMMEDIATELY THE DETERIORATION OF OUR SCHOOL BUILDINGS, BRING THEM TO A STATE OF REPAIR THAT MEETS BUILDING AND FIRE CODE REQUIREMENTS AND PUT IN PLACE A SCHEDULE OF REPAIR THAT WILL KEEP SCHOOL FACILITIES MAINTAINED AND FOR THE LONG TERM. WE MUST PUT IN PLACE THE PLANS AND MEANS TO BUILD NEW TECHNOLOGICALLY SMART FACILITIES THAT WILL ENSURE OUR CHILDREN HAVE THE ADVANCED TECHNOLOGY AVAILABLE TO MAKE THEM TRULY PREPARED FOR THE 21ST CENTURY. WE WOULD ASK THAT CONGRESS ASSIST US IN THE EFFORT TO MAKE OUR SCHOOL BUILDINGS SAFE AND ATTRACTIVE PLACES TO LEARN.

- FINALLY, THE SCHOOL SYSTEM AND THE EXECUTIVE MUST WORK TOGETHER TO ENSURE THAT OUR CHILDREN GET THE SOCIAL, HEALTH AND RECREATIONAL PROGRAMS THEY NEED. EACH DAY A LARGE NUMBER OF CHILDREN ARRIVE AT SCHOOL EMOTIONALLY OR ACADEMICALLY UNPREPARED TO LEARN. WE SHOULD CO-LOCATE SOCIAL AND HEALTH SERVICES AND INTEGRATE ENRICHMENT AND RECREATION PROGRAMS AT SCHOOL SITES. IDEALLY, OUR SCHOOLS SHOULD BE OPEN FROM 6:00 A.M. IN THE MORNING UNTIL 10:00 P.M. AT NIGHT AND SERVE AS THE HUB FOR COMMUNITY ACTIVITY.

I MUST EMPHASIZE THAT THE SITUATION IN THE DISTRICT OF COLUMBIA IS NOT UNIQUE. STATES AND ESPECIALLY LARGE CITIES EXPERIENCE THE SAME EDUCATIONAL CHALLENGES -- UNWIELDY BUREAUCRATIC STRUCTURES, TEACHERS WHO NEED RENEWAL AND TRAINING IN NEW TECHNOLOGIES AND PEDAGOGIES, MORE STUDENTS WITH SPECIAL NEEDS, DECAYING PHYSICAL PLANTS AND INCREASING NEIGHBORHOOD VIOLENCE.

AS A RESULT, MAJOR SCHOOL REFORM EFFORTS ARE UNDERWAY IN NEARLY EVERY STATE PROMPTED BY AN UNDERSTANDING THAT FAR TOO MANY YOUNG PEOPLE DO NOT GRADUATE WITH THE SKILLS REQUIRED TO GET GOOD JOBS OR TO GO TO COLLEGE. THE AUTHOR OF A RECENT ARTICLE IN U.S. NEWS AND WORLD REPORT SAID THAT "THE NATION'S SCHOOLS ARE IN DESPERATE NEED OF [BOLD SCHOOL REFORM EFFORTS]. WHILE THE REFORM MOVEMENT OF THE 1980'S ELEVATED THE MISSION OF PUBLIC EDUCATION -- TO INCLUDE HIGH ACADEMIC ASPIRATIONS FOR ALL STUDENTS, NOT MERELY FOR THE GIFTED AND THE PRIVILEGED -- IN PRACTICE, IT HAS MOSTLY MEANT TINKERING WITH A FUNDAMENTALLY FLAWED MACHINE -- [A MACHINE CREATED IN THE LATE 1800'S AND EARLY 1900'S TO MEET THE EDUCATIONAL NEEDS OF A FACTORY-BASED INDUSTRIAL SOCIETY.] NEARLY 10 YEARS AND BILLIONS OF DOLLARS AFTER THE LANDMARK REPORT "A NATION AT RISK" WARNED OF A 'RISING TIDE OF MEDIOCRITY' IN EDUCATION, MOST U.S. SCHOOLS ARE NOT PERFORMING UP TO TODAY'S NEW, HIGHER STANDARDS." AS A RESULT, A NUMBER OF STATES HAVE

INITIATED MAJOR REFORMS.

- THE GOVERNOR OF THE STATE OF NEW JERSEY THROUGH THE STATE BOARD OF EDUCATION HAS ASSUMED CONTROL OF SEVERAL LOCAL SCHOOLS.
- THE GOVERNOR OF MICHIGAN HAS BEEN PUSHING FOR FUNDAMENTAL REFORM IN THE WAYS SCHOOLS ARE FINANCED AND THE WAY IN WHICH STUDENTS AND FAMILIES DECIDE WHICH SCHOOL TO ATTEND.
- THE COURTS AND THE GOVERNOR IN KENTUCKY HAVE CREATED A SYSTEM THAT ESSENTIALLY PROVIDES FRANCHISES TO LOCAL JURISDICTIONS TO OPERATE SCHOOLS AS LONG AS THEY MEET CERTAIN CONDITIONS. THE NEW AMERICAN SCHOOL CORPORATION IS SUPPORTING MAJOR "NEW" SCHOOLS IN TEN STATES. CHRIS WHITTLE ENVISIONED A PRIVATE SCHOOL SYSTEM EDUCATING 2 MILLION STUDENTS ON 1,000 CAMPUSES. MINNESOTA HAS HAD SOME SUCCESS WITH CHARTER SCHOOLS AND THE CONCEPT IS BEING TRIED IN CALIFORNIA AND SEVERAL OTHER STATES.

- IN PHILADELPHIA, SPURRED BY COURT ORDERED REFORM, THE SUPERINTENDENT, THE COMMUNITY AND THE MAYOR, WHO OPPOSES THE SCHOOL BOARD, HAVE COALESCED TO BRING ABOUT REFORM OF THE SYSTEM.

- CINCINNATI SCHOOLS HAVE UNDERGONE MAJOR RESTRUCTURING WITH A SIGNIFICANT DOWNSIZING OF CENTRAL ADMINISTRATION AND TRANSFER OF DECISION-MAKING AUTHORITY TO THE LOCAL SCHOOL LEVEL.

IT IS NOTEWORTHY THAT, IN MOST JURISDICTIONS WHERE RADICAL REFORM IS MOVING FORWARD, THE EXECUTIVE HAS MORE AUTHORITY OVER EDUCATION THAN IS THE CASE IN THE DISTRICT OF COLUMBIA AND HAS EXERCISED THAT AUTHORITY TO SPEARHEAD OR HELP FACILITATE THE REFORM EFFORT.

MAYOR BARRY FEELS STRONGLY THAT RADICAL REFORM OF THE DISTRICT'S EDUCATION SYSTEM IS IN ORDER. BUT HE ALSO FEELS THAT IN ORDER FOR REAL REFORM TO OCCUR, THE

BALANCE OF POWER FOR PUBLIC EDUCATION MUST CHANGE AND THAT WE MUST PUT IN PLACE A GOVERNANCE STRUCTURE THAT ENSURES GREATER PUBLIC ACCOUNTABILITY FOR EDUCATIONAL OUTCOMES. WHEN CONGRESSMAN DIGG'S DRAFTED THE HOME RULE LEGISLATION, HE DECIDED NOT TO CHANGE THE RELATIONSHIP OF THE BOARD OF EDUCATION TO THE MAYOR AND THE COUNCIL, LEAVING IN PLACE AN UNWORKABLE GOVERNANCE STRUCTURE. IT IS TIME TO REVISIT THAT RELATIONSHIP.

THE EXECUTIVE AGREES WITH SEVERAL PROPOSALS CONTAINED IN LEGISLATION NOW BEFORE THE CITY COUNCIL THAT WOULD SHIFT AUTHORITY FOR CERTAIN EDUCATIONAL FUNCTIONS FROM THE BOARD OF EDUCATION TO THE MAYOR AND COUNCIL.

- A CRITICAL ASPECT OF THE PROPOSED LEGISLATION IS THE CREATION OF A GOVERNANCE STRUCTURE THAT PLACES THE SUPERINTENDENT UNDER THE AUTHORITY OF THE MAYOR IN ORDER TO FACILITATE INSTITUTIONAL COORDINATION AMONG

D.C. PUBLIC SCHOOLS AND OTHER GOVERNMENT AGENCIES CONCERNED WITH THE WELL-BEING OF OUR YOUTH. THE MAYOR SUPPORTS THE PROPOSED CHANGE OF THE BOARD OF EDUCATION FROM A GOVERNING BODY TO AN ADVISORY COMMISSION. A DIMINISHED ROLE FOR THE BOARD OF EDUCATION IS CONSISTENT WITH THE SHIFT IN AUTHORITY FOR EDUCATION DECISIONS TO LOCAL SCHOOLS.

o THE MAYOR AND THE COUNCIL SHOULD HAVE PERMANENT LINE ITEM VETO AUTHORITY THAT EXTENDS BEYOND THE TERM OF THE FINANCIAL CONTROL AUTHORITY. IN ADDITION TO THE LINE ITEM VETO AUTHORITY, THE MAYOR INTENDS TO ASK THE CITY COUNCIL TO IMPOSE STRINGENT REPROGRAMMING RESTRICTIONS TO PREVENT THE SCHOOLS FROM SHIFTING LARGE SUMS DESIGNATED FOR SPECIFIC PURPOSES FROM ONE CATEGORY TO ANOTHER. THE SCHOOL SYSTEM CURRENTLY HAS WIDE LATITUDE TO SHIFT FUNDS FROM ONE BUDGETED PROGRAM TO ANOTHER. FOR EXAMPLE, FUNDS INTENDED FOR SCHOOL MAINTENANCE MAY HAVE BEEN USED TO PAY FOR

PERSONNEL. THE SCHOOL SYSTEM'S BUDGET IS CURRENTLY MORE THAN 16 PERCENT OF THE TOTAL BUDGET AND MORE THAN 20 PERCENT OF THE DISCRETIONARY BUDGET THAT DOES NOT INCLUDE ENTITLEMENT. THE SCHOOL SYSTEM'S WORKFORCE IS ONE-FOURTH OF THE TOTAL GOVERNMENT WORKFORCE.

o SCHOOL BUILDINGS REPRESENT A TREMENDOUS INVESTMENT AS WELL AS A VALUABLE RESOURCE; GREATER CONTROL OVER THEIR PLANNING AND USE SHOULD BE VESTED IN THE EXECUTIVE SO THAT SCHOOL FACILITIES CAN BE BETTER TAILORED TO THE TOTAL NEEDS OF THE COMMUNITY.

o THE CONCEPT OF COMMUNITY HUBS AS PROPOSED BY THE COUNCIL OF THE DISTRICT OF COLUMBIA IS CONSISTENT WITH THE MAYOR'S FIRM BELIEF THAT SCHOOLS SHOULD BE THE CENTER OF COMMUNITY ACTIVITY. SERVICES IN ADDITION TO EDUCATION THAT SUPPORT THE CHILD, THE FAMILY AND THE COMMUNITY SHOULD BE LOCATED IN SCHOOL BUILDINGS.

- FINALLY, LEGISLATION PROPOSED BY THE COUNCIL WOULD CREATE A SYSTEM FOR THE OVERSIGHT OF FEDERAL PROGRAMS AND WOULD FACILITATE MORE EFFECTIVE PLANNING AND COORDINATION AMONG THE VARIOUS SOCIAL, HEALTH AND RECREATIONAL PROGRAMS THAT SUPPORT THE HEALTHY DEVELOPMENT OF OUR YOUTH.

CURRENTLY THE D. C. PUBLIC SCHOOL SYSTEM SERVES AS BOTH THE STATE EDUCATION AGENCY AND THE LOCAL EDUCATION AGENCY. IT IS A SYSTEM THAT IS INHERENTLY FLAWED. THERE IS NO ACCOUNTABILITY FOR FEDERAL DOLLARS OR FOR OUTCOMES FOR STUDENTS.

A NUMBER OF PROPOSALS BEGINNING WITH THE TRANSITION TASK FORCE REPORT OF 1978 PREPARED FOR MAYOR BARRY, HAVE RECOMMENDED CONSOLIDATION OF EDUCATION FUNCTIONS PERFORMED BY VARIOUS GOVERNMENT AGENCIES. THE TRANSITION TASK FORCE SUPPORTED THE FORMATION OF A CENTRALIZED OFFICE THAT WOULD ADDRESS EDUCATIONAL

FUNCTIONS AND ISSUES IN THE DISTRICT. THE REPORT NOTED THAT "ALL SUBCOMMITTEES ENDORSE THE CONCEPT THAT THE MAYOR ESTABLISH A FUNCTIONAL COORDINATING OFFICE OF EDUCATION FOR THE DISTRICT OF COLUMBIA TO CONSOLIDATE THOSE EDUCATIONAL FUNCTIONS WITHIN THE JURISDICTION OF THE MAYOR."

IN 1979, THE SPECIAL ASSISTANT FOR EDUCATION TO THE MAYOR RECOMMENDED THAT THE MAYOR ESTABLISH A STATE EDUCATION AGENCY AND THAT ALL FEDERAL EDUCATION FUNDS WHICH COME TO THE DISTRICT BE DIRECTED TO SUCH AGENCY. THE STATE EDUCATION AGENCY WOULD ACCOMPLISH THE MUCH NEEDED TASK OF COMPREHENSIVE PLANNING AND COORDINATION OF EDUCATION AFFAIRS IN THE DISTRICT OF COLUMBIA.

SIMILARLY, IN FEBRUARY OF 1995, THE PUBLIC EDUCATION COMMITTEE OF MAYOR BARRY'S PEOPLES TRANSITION RECOMMENDED THE CREATION OF A STATE OFFICE OF

EDUCATION THAT WOULD HAVE RESPONSIBILITY FOR OVERSIGHT OF FEDERAL EDUCATION PROGRAMS AS WELL AS THE PLANNING AND COORDINATION OF YOUTH SUPPORT PROGRAMS AND THEIR INTEGRATION WITH OUR EDUCATIONAL SYSTEM.

LEGISLATION PROPOSED BY THE COUNCIL OF THE DISTRICT OF COLUMBIA, BILL 11-106, "PUBLIC EDUCATION OVERSIGHT ACT OF 1995," PROPOSES THE ESTABLISHMENT OF A STATE EDUCATION AGENCY TO ADMINISTER EXECUTIVE BRANCH EDUCATION FUNCTIONS SUCH AS THE LICENSING AND REGULATION OF EDUCATIONAL INSTITUTIONS, THE COLLECTION AND DISSEMINATION OF EDUCATIONAL DATA, COORDINATION AND LIAISON AMONG EDUCATIONAL INSTITUTIONS AND EXECUTIVE AGENCIES AND THE ADMINISTRATION OF FEDERALLY FUNDED STATE EDUCATION PROGRAMS.

WE URGE CONGRESS TO PASS THE NECESSARY LEGISLATION THAT WOULD CREATE A STATE OFFICE UNDER THE MAYOR THAT

WOULD FORMULATE EDUCATION POLICY, THAT WOULD HAVE AUTHORITY FOR THE DISBURSEMENT OF FEDERAL EDUCATION FUNDS, AND MONITOR PROGRAMS TO ENSURE ACCOUNTABILITY.

THERE ARE A NUMBER OF OTHER PROPOSALS BEING DISCUSSED THAT APPEAR WORTHY OF FURTHER CONSIDERATION.

o THE IDEA OF SCHOOLS CHARTERED BY COMMUNITIES AND ORGANIZATIONS OUTSIDE OF THE PUBLIC SCHOOLS CERTAINLY WARRANTS MORE STUDY. AS ENVISIONED IT WOULD INCREASE CHOICE FOR PARENTS AND STUDENTS AND PROMOTE SCHOOL IMPROVEMENT THROUGH COMPETITION AMONG SCHOOLS TO RECRUIT STUDENTS. THERE ARE CONCERNS, HOWEVER, THAT IN NEIGHBORHOODS WHERE MOST PARENTS ARE NOT VERSED IN EDUCATION LINGO, INFORMED ABOUT INNOVATIVE EDUCATION PROGRAMS, OR DO NOT FEEL EMPOWERED TO ACT, THE CHILDREN ATTENDING SCHOOLS IN THOSE NEIGHBORHOODS WILL BE LEFT IN POOR QUALITY SCHOOLS AND A TWO TIER

SYSTEM OF PUBLIC EDUCATION WILL EMERGE – ONE FOR THE "HAVES" AND THE OTHER FOR THE "HAVE-NETS."

THE CHARTER SCHOOLS CONCEPT RECENTLY ENDORSED BY SUPERINTENDENT FRANKLIN SMITH, THE PRESIDENT OF THE SCHOOL BOARD, WILMS HARVEY, PARENTS UNITED AND THE COMMITTEE ON PUBLIC EDUCATION ENVISIONS THE SUCCESSFUL RECRUITMENT OF UNIVERSITIES, THINK TANK PROFESSIONAL ASSOCIATIONS AND BUSINESSES TO SPONSOR CHARTER SCHOOLS IN THE MORE DISENFRANCHISED COMMUNITIES. TO THE EXTENT THAT THESE INNOVATIONS RESPOND TO THE CALL TO ARMS FOR EDUCATION FOR EDUCATIONAL REFORM, THIS CONCEPT HAS SOME MERIT.

- VOUCHERS HAVE ALSO BEEN PROPOSED AS A WAY TO OFFER PARENTS GREATER CHOICE FOR THE EDUCATION OF THEIR CHILDREN AND ULTIMATELY IMPROVE SCHOOLS THROUGH INCREASED COMPETITION. THE EXECUTIVE WOULD

RELUCTANTLY SUPPORT A LIMITED FORM OF VOUCHER SYSTEM THAT WOULD PERMIT NO MORE THAN 5% OF THE STUDENT POPULATION TO USE VOUCHERS FOR PUBLIC SCHOOL CHOICE AND DISTRICT-BASED PRIVATE SCHOOL CHOICE. THERE WOULD HAVE TO BE A MEANS TEST SO THAT VOUCHERS ARE ONLY AVAILABLE TO MODERATE, LOW INCOME STUDENTS AND THE PRIVATE SCHOOLS WOULD HAVE TO BE APPROVED BY THE APPROPRIATE DISTRICT OF COLUMBIA PUBLIC SCHOOL OFFICIALS.

o THE PRIVATIZATION OF SCHOOL BUILDING MANAGEMENT IS ANOTHER OPTION FOR IMPROVING SCHOOLS. THIS APPROACH HAS HAD A MEASURE OF SUCCESS IN IMPROVING EDUCATIONAL TECHNOLOGY, SCHOOL MAINTENANCE, SCHOOL ATTENDANCE AND PARENTAL INVOLVEMENT. IT IS AN OPTION THAT SHOULD CERTAINLY BE AVAILABLE TO LOCAL COMMUNITIES SEEKING TO IMPROVE THE MANAGEMENT AND INFRASTRUCTURE OF LOCAL SCHOOLS.

- THE IDEA OF A MARKET-DRIVEN CENTRAL ADMINISTRATION AS A WAY TO REDUCE THE SIZE OF THE CENTRAL BUREAUCRACY AND MAKE IT MORE RESPONSIVE TO LOCAL SCHOOLS IS INTRIGUING. UNDER THIS SCENARIO, LOCAL SCHOOLS WOULD HAVE THE AUTONOMY TO PURCHASE THE SUPPORT SERVICES THEY NEED. SCHOOLS COULD CHOOSE TO PURCHASE STAFF DEVELOPMENT OR OTHER INSTRUCTIONAL SUPPORT SERVICES FROM THE CENTRAL ADMINISTRATION OR FROM OTHER VENDORS. TO THE EXTENT THERE IS NO NEED FOR WHAT THE CENTRAL ADMINISTRATION OFFERS OR TO THE EXTENT BETTER SERVICES CAN BE PURCHASED ELSEWHERE, THE SIZE OF THE CENTRAL BUREAUCRACY WOULD DIMINISH.

- THE CREATION OF A SCHOOL CONSTRUCTION AUTHORITY IS ANOTHER INTRIGUING CONCEPT THAT WARRANTS ADDITIONAL STUDY AND CONSIDERATION.

THERE ARE NUMEROUS OTHER PROPOSALS CURRENTLY BEING DISCUSSED THAT SPEAK TO IMPROVED MANAGEMENT

INFRASTRUCTURE, PROFESSIONAL DEVELOPMENT AND OTHER ASPECTS OF SCHOOLING THAT ARE NOT WITHOUT COST.

I WILL NOT DISCUSS ALL OF THESE TODAY. LET ME CLOSE BY SAYING THAT WE MUST BE CAREFUL THAT THE SOLUTIONS WE ADOPT, WHILE THEY MAY IMPROVE THE EDUCATION OF SOME, DO NOT UNDERMINE THE ABILITY OF OUR PUBLIC EDUCATION SYSTEM TO PROVIDE QUALITY EDUCATION FOR ALL. THE MAYOR BELIEVES STRONGLY THAT A QUALITY PUBLIC EDUCATION SYSTEM IS KEY TO THE VITALITY OF THIS CITY; AND STRENGTHENING PUBLIC EDUCATION IS WHAT WE SHOULD BE WORKING TO ACHIEVE.

FINALLY, WE MUST RECOGNIZE UNDER THE LEADERSHIP OF FRANKLIN SMITH, THE SCHOOL SYSTEM HAS ALREADY TAKEN SOME SMALL BUT INITIAL STEPS TOWARD IMPROVING PUBLIC EDUCATION BY INCREASING CHOICE AND GRANTING GREATER DECISION-MAKING AUTHORITY TO LOCAL SCHOOLS AND COMMUNITIES. DR. SMITH IS TO BE COMMENDED FOR HIS

VISION AND DIRECTION.

BUT IMPROVING THE EDUCATIONAL OUTCOMES OF THE VAST MAJORITY OF THE CITY'S YOUNG PEOPLE WILL REQUIRE MORE THAN IMPROVING WHAT HAPPENS IN THE CLASSROOM FROM 9:00 A.M. TO 3:30 P.M. WE MUST TAKE A MORE HOLISTIC APPROACH TO IMPROVE ALL OUTCOMES FOR OUR CHILDREN -- HEALTH, EDUCATION, SOCIAL AND ECONOMIC -- THEREFORE, WE MUST PUT IN PLACE A REALISTIC SYSTEM OF GOVERNANCE THAT WILL FACILITATE COORDINATED PLANNING AND INTEGRATION OF PROGRAMS TO SUPPORT AND ENHANCE THE QUALITY OF LIFE FOR OUR YOUTH.

THE EXECUTIVE WELCOMES THE SUPPORT OF THE CONGRESS TOWARD THESE ENDS. THE MAYOR STANDS READY FOR CONTINUED DIALOGUE ON OPTIONS FOR SCHOOL REFORM.

WE WOULD LIKE TO MAKE ONE FINAL REQUEST. WE WOULD LIKE TO INVITE EACH MEMBER OF THE CONGRESS TO JOIN US IN OUR PARTNERSHIP EFFORT BY ADOPTING A DISTRICT OF COLUMBIA PUBLIC SCHOOL.

Chairman HOEKSTRA. Thank you very much.
Ms. Bullock.

STATEMENT OF BARBARA BULLOCK, PRESIDENT, WASHINGTON TEACHERS' UNION

Ms. BULLOCK. Good afternoon.

First, I would like to express regrets from Mr. Shanker who could not be here this afternoon. As a citizen, duty calls, and he has been called for jury duty.

[Laughter.]

Ms. BULLOCK. Mr. Chairman, Members of the subcommittee, my name is Barbara A. Bullock. I am President of the Washington Teachers' Union, AFT Local 6, AFL–CIO.

The WTU is exclusive representative of nearly 6,000 professional educators in the District of Columbia Public Schools. I am very pleased to have the opportunity to give the Members of the committee the viewpoint from the front line in the battle to educate the children of the District.

I would like to speak briefly on several issues, which the Washington Teachers Union believes would make a difference in the delivery of educational services to our students.

I ask that my full remarks be included in the record.

In any criticism of public education, and there are many critics, the implied target always seems to be the teacher. Teachers get blamed for the ills of the system, but in reality we have had very little to do with either the cause of the problem or in fashioning cures for what ails the system.

I am proud to represent a group of professionals who do heroic work against amazingly tough odds to educate the children of our community. Our teachers are faced with social problems: disintegrating family relationships, peer pressures, drug, alcohol use and addiction, violence against students, attacks on teachers, organized crime, organized gang activity—I am sorry—and other obstacles.

We represent hundreds, thousands of outstanding teachers, teachers whose professional training and experience should be revered and recognized. Teachers who excel in spite of the fact that they have little control over their work environment; teachers who are supervised by administrators of doubtful skills; teachers who toil in overcrowded, dilapidated classrooms with few supplies, inadequate textbooks, isolated from their peers, and cut off from technological innovations that are expected to overcome the effects of poverty, absentee parents, child abuse, poor nutrition, inadequate health care, and a society that attaches few consequences to poor school performance.

These things will not be solved with quick fix schemes, snake oil cures, and hocus pocus remedies for public education. The Washington Teachers' Union understands the frustrations Members of Congress feel regarding DC Public Schools. We certainly know first hand the challenges and obstacles teachers face daily.

We agree it is time for bold and dramatic steps to be taken in our schools, but we believe that any successful program for educational reform in DC must include the constant and intimate involvement of the Washington Teachers' Union.

We are willing to muster all of our resources in efforts that respect our rights as the teachers' exclusive representative, that respect the dignity and expertise of our members, and that affords opportunity for our teachers and their students to pursue quality education.

I want to put my finger on one issue that lies at the heart of the problems of educating urban youth today. If you had asked teachers 10, 15, 20 years ago what is the biggest obstacle for successfully educating children, they would have given you a list of things like not doing homework, talking in class, and minor disciplinary infractions.

Today the issue is violence and safety. Disruptive students steal time away from students who come to school to learn, and that is wrong. That is why the Washington Teachers' Union has developed a proposal for safer schools, and we refer to it as zero tolerance. Our nine-point plan takes a no nonsense approach to dealing with this growing problem in our schools by sending a message that acts of defiance, misbehavior, and misconduct will not be tolerated and which stresses that there are consequences for individual action.

A complete statement on the zero tolerance program is included in my testimony. I hope you will take the time to read it.

We have discussed our program with the employees' representative at the bargaining table, but unfortunately, there was little interest shown for our ideas. As happens so often, this administration demonstrates open contempt for the lawful participation of the union in such matters. Rather than involve the union at the earliest decisionmaking level, there is animosity and hostility toward our proposals.

They just do not get it. They move forward unilaterally with initiatives which they know clearly fall within the purview of the union's bargaining authority and then defy us to challenge them in court.

When we were invited to participate in this hearing, we were asked to include some responses to the document signed by School Board President Wilma Harvey and others. My initial response is that this document further underscores the point I just made, that many in political or self-appointed authority demonstrate an animus for the union and for its role under the law to negotiate our wages, hours, and terms and conditions of employment.

It was not until after the fact that the Teachers' Union was even informed of their discussion. No matter how we might agree or disagree with the final product of their work, the report is tainted by the secretive, unlawful, closed process which produced it.

As I said, neither I nor the Washington Teachers' Union are opposed to the new strategies and ideas that will produce improved educational opportunities for our children. We happen to agree with many of the points made in Ms. Harvey's paper. We also respectfully reject certain other ideas.

We agree with the notion of local school restructuring teams and have long ago reached agreement with the administration regarding the guidelines. Such teams are required. Where we part company with them is when by subterfuge or subversion those guidelines are violated or ignored in the name of expediency.

We agree that schools should have a menu of options under which they may operate. We disagree with the notion of management service contracts which we see as a euphemism for contracting out privatization.

We oppose the failed and discredited idea that profiteers can come into our schools and skim off profits from a financially strapped enterprise without damaging the education of students.

We believe services should be contracted in by making every school a charter school, in which the stakeholders make meaningful decisions about educational and budgetary priorities. The union is willing to negotiate over this issue to assure the rights of teachers are considered.

We are opposed to a public school voucher system, just as we would fight against private school vouchers. In an urban setting with varying degrees and pockets of poverty and wealth, there is no way to assure equity and fairness in such a scheme. Many students would like the ability to move to other schools. Profiteers would move in to capture voucher dollars. The haves would be further pitted against the have nots, and those students left behind would surely suffer.

We believe resources should be targeted to those schools where performance is below average so that all students can profit from a quality education. We would be willing to discuss ways to bring remediation to such schools.

We unequivocally reject the notion in Harvey's plan which masks anti-collective bargaining, anti-employee motives under the benign call for legislation to conform personnel and financial law to support school autonomy. We read this as code for dismantling the teacher's contract and giving the employer unchecked authority to repeal provisions which would protect the employment rights of teachers and others.

We agree that budget practice and systems within the DCPS are in critical need for overhaul. A recent report from the General Accounting Office points up the chaos in management systems. The administration does not seem to know how many employees it has, how many students are enrolled, and cannot track our District transferees to collect tuition. If that requires GAO intervention, private pro bono services from within the community, or other remedies, we favor action sooner, not later.

We agree that after one pay raise in four years and with no raises in immediate sight, after furloughs and early retirements, layoffs and transfers, teacher morale must be rebuilt. We do not agree that the remedy for low morale is to ride roughshod over teachers' rights and the mechanism which brings order to their economic and professional lives.

The Harvey plan fantasizes about a patchwork of personnel rules and restrictions which inhibits flexibility. We give such statement high marks for rhetoric but low grades for substance. The effort to return sole control for evaluation to the Superintendent is further evidence of the hostility towards collective bargaining demonstrated by this administration.

A fair, objective evaluation system is clearly related to the working conditions of teachers. An independent audit of the current teacher evaluation process found the evaluation instrument to be quite good. The problem is that administrators are poorly trained, confused, and misinformed.

The teacher appraisal process advances the notion of remediation rather than punishment and includes procedural safeguards which are a necessary basis for several of the other initiatives that the Harvey plan put forth.

We believe that there should be a greater emphasis on teacher training and skill development. The Washington Teachers' Union has offered courses through the WTU Professional Development Center for teacher recertification, as well as offering the AFT awards winning Educational Research and Dissemination Program.

Our goal is to continue to expand this curriculum and to make these programs available to more teachers. We believe that employees should be accountable for their actions. We believe that career ladders can be an effective way of rewarding teachers without causing them to leave the classrooms that they love, but you cannot have a career ladder without careful negotiations of the terms under which people climb that ladder.

We believe that it is possible to devise incentive rewards in teaching, but we would never subscribe to such plans made up without the involvement of the teachers who will be affected.

We reject outright the myth that the Harvey plan promotes that it is restrictive personnel practice, seniority and past practice which are created by the employee that prevents progress in educational reform.

We unreservedly agree that students are entitled to world class standards, but we question whether it is possible to offer such standards in a Third World environment, lacking technology, textbooks, supplies, and equipment. What is needed is a solid, basic curriculum designed with the input of rank and file teachers, which stresses core subject matter and creates a hunger of knowledge in students.

We do not believe that longer days, weeks, and years in and of themselves are an answer to any of the ills of our schools. Conflicting research is available on both sides of the issue, but in comparison to schools overseas, our teachers spend more time engaged in instruction than do our counterparts in Japan and Germany, where longer years are in place.

In summary, there is much in the Harvey plan that the Washington Teachers' Union could support. Unfortunately, there are many issues raised that our members could never sign onto. The only way to resolve these conflicts is at the bargaining table, as the law anticipates. That is a lesson we have been unable to teach to the board and the Superintendent, but it is one that we will teach again and again and again, as long as there is a Washington Teachers' Union.

Mr. Chairman, on behalf of the 6,000 members of the Washington Teachers' Union I would like to thank you and your Members for this opportunity to bring you the views from the front line. If I can provide any additional information, I hope you will call upon me.

Chairman HOEKSTRA. Thank you.

I think you have all heard the bell. The subcommittee will be in recess. I hope we will be back in about 10 minutes.

Thank you.

[Recess.]

Chairman HOEKSTRA. The subcommittee will come to order.

Reverend Childs.

STATEMENT OF REV. ROBERT G. CHILDS, BEREAN BAPTIST CHURCH

Rev. CHILDS. Continuing respect to the subcommittee.

The question comes as to how does the community respond, and what about the children? I have sat through and even in our response little have we heard yet about the education of the children.

I am accompanied today by Reverend Ernest Gibson and Reverend Jerry Moore, who are experienced pastors, who are residents of the District. I myself am a resident of the District and also a parent who has three children in the District school system.

We have pulled together and are continuing to pull together progressive clergy persons and pastors throughout our city who understand innovative and creative approaches to education. Some of us are educators in the DC Public School System and other educational institutions in our city. Many of us are involved in creative and innovative Christian education programs in our various churches.

We have observed the continuous discussion concerning new programs, changing policies, and the addition of new structures and initiatives for the District of Columbia Public School System, but not enough talk about the bottom line, which is the education of children.

We are not just talking about pieces of a game. We are talking about human beings. We as pastors, actively involved in our various parishes and communities across this city, must daily confront and seek solutions for the results of an educational system that is missing the mark.

A few examples include we must help find jobs for young people who cannot read and write. We must visit these young people in prisons and help their families cope with the realities. We must console parents of children who are victims of violence, and we must counsel the families whose children are seriously at risk because they lack basic skills that will insure job placement and financial stability.

These are our parishioners. These are our members, members of our congregation, who now cry for help and direction. These young people are children in our choirs and our youth programs, human beings who we love and who love us and are looking for help.

The fired, displaced and retired experienced teachers, principals and other school employees are also our parishioners.

We ask these questions in the community. Who is really concerned about the future of the education of our children? Do we really need any more new programs, policies, structures, and initiatives? Of the many new programs, polices, structures, and initiatives introduced, especially during the tenure of the present Board of Education and Superintendent, does anyone know whether or not they are really working? Does the Board of Education and the Superintendent have fiduciary, and that should be with an F, responsibility for the management of public funds?

And then we ask the question: what is going to happen to the system this fall with the mass exodus of the many experienced teachers, principals, and other DC Public School employees who have been released or encouraged to retire?

These issues lead us to our closing comments on this. Most of us who are clergy persons are not professional educators in the formal public system. Our major area of expertise is not education as a discipline, but we see the end result. It is obvious that something is not working.

Again, we ask the question: who is really concerned about the future of the education of our children? Somehow they are not getting the basics of reading, writing, and arithmetic. We are missing the mark somewhere there.

A short-term and immediate solution: Congress can help our children by holding accountable those persons who have been elected and hired and who are paid to educate our children. You appointed the Control Board to oversee the fiscal management of our city. Can there be a similar board to do the same for the educational system of our city?

The problem is not in coming up with new ideas and programs, but in successful implementation of these programs and making sure that there are positive results. Is it possible for you to authorize the appointing of a board, committee, or commission to come up with a list of categories by which the Board of Education and Superintendent will be evaluated and who will then periodically make known their progress to you and to the citizens of the District of Columbia? This will make sure that the programs are implemented and will help all parties involved sit, bargain, and resolve troubled issues.

The wonderful programs, agendas, and other recommendations suggested by studies, commissions, and other concerned groups and educators are great long-range goals, and in a few instances peppered with unachievable idealism, and they deserve serious consideration and attention, but we watch the problems of educating our children worsen each day. Something must be done to save them now.

You, the Congress, gave us the authority to elect a Board of Education who would operate the budget, and it would be separate from the mayor and the City Council. This assured the citizens of the District of Columbia that the education of our children would not be tied up in the bureaucracy of confusion and power.

As one writer has stated, when the school organization becomes centered on managing and control, teachers and students take school less seriously, and there is more to that quote. We are concerned that in our present situation more managing is taking place and less educating.

You, the Congress, gave the taxpaying citizens of the District of Columbia the authority to set up a State school system that would function supposedly as an overseer of all education within the District of Columbia, both public and private. This system needs to be in full operation as not just on paper to receive funds and money, but as a functioning entity.

We are ready as pastors and religious leaders in whatever way possible to assist. We will rally the members of our congregation.

We will make spaces available in our buildings and facilities, as many of us are already doing. We commit ourselves to whatever is essential to rectify a rapidly declining educational system for our children are at stake.

We solicit your support in helping to mandate that our leaders of education do what they are elected, hired, and paid to do, and stop playing games with the future of the lives of our children.

As Bishop Desmond Tutu so eloquently proclaimed on yesterday, save our children from becoming pawns in games that adults play. In the game of chess, pawns are the chessmen of least value and possess limited power of movement and promotion. This is what our children represent. They have no say; they have no voice.

We as community leaders are here to speak for the children, to speak for our communities that are having to take the results of these problems. Another definition of pawn is that it is one that can be used to further the purposes of another. The bottom line, the education of children. We still ask the question to those who sit and to those of you who can help us how: who is really concerned about the education of our children?

We are ready to work with you on that issue.

[The prepared statement of Rev. Childs follows:]

The Reverend Robert G. Childs, Pastor
Berean Baptist Church of Washington, D.C.

June 27, 1995

This testimony is in two (2) parts: 1.) Issues of Concern and 2.) Suggested Solutions

PART I: ISSUES OF CONCERN

We have observed the continuous discussion concerning new programs, changing policies and the addition of new structures and initiatives for the District of Columbia Public School System, but not enough talk about the bottom line: "THE EDUCATION OF CHILDREN."

We as pastors, actively involved in our various parishes and communities across this city, must daily confront and seek solutions for the results of an educational system that is missing the mark. Here are just a few examples:

- We must help find jobs for young people who can't read or write.
- We must visit these young people in the prisons, and help their families cope with these realities.
- We must console the parents of children who are the victims of violence.
- We must counsel the families whose children are seriously at risk because they lack basic skills that will ensure job placement and financial stability.

These are our parishioners and members of our congregations who now cry out for help and direction. The fired, displaced and retiring experienced teachers, principals and other school employees are also our parishioners.

We ask:

- Who is really concerned about the future of the "EDUCATION OF OUR CHILDREN?"
- Do we really need any more new programs, policies, structures and initiatives?
- Of the many new programs, policies, structures and initiatives introduced, especially during the tenure of the present Board of Education and Superintendent, does anyone know whether or not they are really working?
- Does the Board of Education and the Superintendent have judiciary responsibility for the management of public funds?
- What's going to happen to the system this fall with the mass exodus of the many experienced teachers, principals and other D.C. Public School employees who have been released or encouraged to retire?

These Issues of concern lead us to our closing comments.

PART II: SUGGESTED SOLUTIONS

We have pulled together and are continuing to pull together progressive clergypersons and pastors throughout our city who understand innovative and creative approaches to education. Some of us are educators in the D.C. Public School System and other educational institutions in our city. Many of us are involved in creative and innovative Christian education programs in our various churches and places of ministry.

Most of us are not professional educators in the formal public system. Our major area of expertise is not education as a discipline, but we see the end result, and it's obvious that something is not working. Again we ask the question, who is really concerned about the future of the "EDUCATION OF OUR CHILDREN?"

As a **SHORT - TERM AND IMMEDIATE** solution, Congress can help our children by holding accountable those persons who have beenelected and hired, and who are paid to "EDUCATE OUR CHILDREN." You appointed The Control Board to oversee the fiscal management of our city. Can there not be a similar board to do the same for the educational system of our city?

Is it possible for you to authorize the appointing of a board, committee or commission to come up with a list of categories by which the Board of Education and Superintendent will be evaluated, who will then periodically make known their progress to you and the citizens of the District of Columbia?

The wonderful programs, agendas and other recommendations suggested by studies, commissions and other concerned groups and educators are great **LONG - RANGE** goals, and in a few instances, peppered with unachievable idealism and they deserve serious consideration and attention.

We watch the problems of educating our children worsen each day. ***Something must be done to save them now!***

You, the Congress, gave us the authority to have an elected Board of Education, whose operation and budget would be separate from the mayor and city council. This assured the citizens of the District of Columbia that the "EDUCATION OF OUR CHILDREN" would not be tied up in the bureaucracy of confusion and power. Linda M. McNeil states in the preface of her book entitled, "Contradiction of Control-School Structure and School Knowledge," ....

"When the school's organization becomes centered on managing and controlling, teachers and students take school less seriously. They fall into a ritual of teaching and learning that tends toward minimal standards and minimum effort. This sets off a vicious cycle. As students disengage from enthusiastic involvement in the learning process, administrators often see the disengagement as a control problem. They then increase their attention to managing students and teachers rather than supporting their instructional purpose."

We are concerned that in our present situation, more managing is taking place, and less educating.

You, the Congress, gave the tax paying citizens of the District of Columbia the authority to set up a State School System that would function supposedly as an overseer of all education within the District of Columbia, both public and private. This system needs to be in full operation as a functioning entity.

We are ready to assist in whatever way possible. We will rally the members of our congregations, make available the spaces in our buildings and facilities, as many of us are already doing. We commit ourselves to whatever is essential to rectify a rapidly declining education system. ***Our children are at stake!***

We solicit your support in helping to mandate that our leaders of education do what they are elected, hired and paid to do, and stop playing games with the future of the lives of our children. As Bishop Desmond Tutu so eloquently proclaimed on yesterday, ***"Save our children from becoming pawns in games that adults play."***

In the game of chess, pawns are the chessman of least value, and possess limited power of movement and promotion. Another definition of a pawn, is ***"one that can be used to further the purposes of another."***

The bottom line is, "THE EDUCATION OF CHILDREN." ***WHO IS REALLY CONCERNED ABOUT THE "EDUCATION OF OUR CHILDREN?"***

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Chairman HOEKSTRA. Thank you.

Mr. Troupe.

STATEMENT OF OTIS TROUPE, EDUCATION FIRST COALITION

Mr. TROUPE. Thank you, Mr. Chairman.

Good afternoon, Mr. Chairman, Members of the subcommittee. For the record, my name is Otis Holloman Troupe. I am currently a private citizen, self-employed. I am a product of the DC Public Schools. DC Public School System put me on the campus of Yale University in September 1962.

I am Chairman of the Vouchers Committee of the Education First Coalition. For 13 years, however, I was privileged to serve the District as its city auditor. During that period I audited various accounts and activities of the DC Public School System. The series of audit reviews conducted by the Auditor's Office in 1992, 1993 speak particularly to concerns that I hear raised in this forum.

The findings of these exercises, as well as years of evaluation by other objective sources, characterize DC Public Schools in the following way. DC Public Schools' financial information system is designed to defeat oversight. DC Public School System's personnel reporting system is designed to defeat the tracking and identification of jobs by the moneys spent on them. There is a high level of teacher disenchantment. There are high levels of parental dissatisfaction also existing, dissatisfaction as to progress in learning and dissatisfaction with the range of parental options for school and educational choices.

The waiting list for the city's few desirable schools is often as long and as discouraging as the waiting list for many desirable and sought after private schools.

Widespread perception of the system and actors within it as corrupt, inept, and self-dealing. DC Public Schools has a bloated administrative layer that pervades every aspect of this agency's operation. The administrative bloat has taken on a life of its own. It is, quite frankly, a large, well financed, well organized political pressure group whose sole priority is its own continuation. This huge, wasteful administrative element is a classic example of Dr. George Will's description of government that has become a lobby simply for its own existence.

The administration of DC Public Schools operates without any reasonable degree of decision accountability. Time and time and time again wasteful self-dealing as well as flatly criminal conduct is viewed, widespread, known, condoned, allowed, and often sometimes covered up.

These longstanding aspects of schools are acknowledged problems. There is no question or debate as to their existence. The fact that they are of such longstanding and so much a part of general information also suggests the bankruptcy of some of the reform programs that have been put forth because the problems have been known for many years.

I state for your reference that the last two characteristics are doubly significant because they do speak directly to the inability of DC Public Schools to fix itself. The agency simply lacks the capacity or the will to analyze its mistakes and amend its own operations.

All of these things, of course, cause DC Public Schools to fail miserably at its primary responsibility, the education of our school age citizens. We only have to note the expanded time in remedial subjects before our city's college bound graduates can do college level work. We need only review the test scores and other reasonable measures of success that DC Public Schools suppresses and sometimes possibly changes.

Thirty years from now DC Public Schools will be a case study in some graduate program for public administration. It will be cited as an example of an institutional dinosaur whose inability to see or seek change, whose absence of shared organizational goals, and whose barricaded fortress mentality because an increasingly heavy burden of evolutionary liability.

In the 21st century successful delivery systems for educational services will be those which deliver a personalized bundle of educational services as opposed to an administrative bundle of standard services. The failure of DC Public Schools in its primary mission and the continuing damage done to the city's children by this inadequate system prompts Education First to perceive a state of emergency.

In response to this perception, our group has identified and proposes a program of alternative delivery systems for public education: charter schools, independent accredited schools, and voucher supported public education.

As I noted, I chair the Voucher Committee, and I am particularly enthusiastic over the subject of voucher supported public education. To my mind, a program of voucher supported, fully accredited alternative schools will very quickly bring the flexibility of choice to the sterile landscape of non-options that are currently offered to parents of DC school children.

The term voucher supported schools strikes a particularly negative cord among African Americans. This is because in the late 1950s, rather than comply with court ordered school integration, racist local governments closed public schools. They then issued vouchers for white only private schools.

The political mix of voters in 1990's Washington and the genuine interests that all areas of this city's political community have in stemming the decline and ineffectiveness of public education suggests that a similar experience 40 years later in a predominantly African American international city is unlikely.

The objective, ladies and gentlemen, here is to amplify the effect of parental choice, and we say that vouchers are simply the best tools that we can identify. A program of vouchers could be put in place with a minimum of disruption. A voucher would simply be a certificate of dollar equivalency issued by a small processing authority to a parent applicant. The certificate would be redeemable by any school, public or private, meeting agreed upon criteria for certification: clearly, standardized teacher qualification, uniform core curriculum, say, about 70 percent, and of course, specific safety standards for operations and physical facilities.

Once operational, vouchers would immediately and drastically expand the choices available to participating parents. Implementation of a voucher program with reasonable financial controls would also dispel many myths and misconceptions about what vouchers are and what they do.

The voucher would not be an envelope of cash given to financially unsophisticated parents. The voucher would not be redeemable by any fly-by-night, off-the-street school that starts up. In fact, we look to our church community and our civic and labor communities to consider new school start-up as an option for some of their community program efforts.

The voucher will not give up costs at existing private schools. There are simply too many variables to make that assertion.

The assertion that the voucher program will drain the remaining good students from DC Public Schools is a raising of a nonissue. Flatly we believe that good students anywhere deserve the finest education that their parents' tax money can purchase for them.

As to the argument that a voucher program will entice the remaining good students out of public schools to go elsewhere, I say that no added enticement is needed. This creaming, as it is called, is already going on in favor of suburban and private school systems. Hence the flight of middle class families from the District of Columbia.

Whether the children remain with DC Public Schools as voucher transferees or whether they take their vouchers elsewhere, the student and his parents must be allowed to select their choice for the best education.

This last major misconception about vouchered schools is that the flight of good students and the redirection of funds to voucher them will destroy public schools. It will not. It will, however, destroy the monopoly that DC Public Schools now exercise over our children's educational interests and choices. That agency, like any other, in the next century will have to restructure, plan itself downward. It will compete with the alternative programs, and our children will be better educated for it.

Vouchers provide a clear and easy way for parents to choose. The advantage here is that in addition to expanding choice, vouchers bring the source of education tax dollars, parents, much closer to the application of those tax dollars, teachers and children.

The only element left out of the loop are the entrenched administrative layer that we find characterizing most big city school systems and that certainly plagues this one.

Vouchers give persons in the program a much greater range of choice. A good analogy is a comparison of Multi-channel Cable Television v. General Three Network Television of the 1970s and 1980s. Many, many more people view their specific television interest than before. So also many more educational needs will be served when vouchered programs bring a wide variety of educational choices.

Immediately all existing eligible academies become available to the parent. In addition, a major element of the Otis Troupe version of a vouchered system is that it will drive the creation of new schools. These will survive by their ability to address the specific and varied demands of our city's parents. New schools' formation, to my mind, should be a key element of Washington, DC's voucher plan and alternative education plan.

Also a key in a successful voucher strategy for Washington, DC should be the contemplation and recruiting of veteran big city school teachers and principals as prime candidates to start up new schools. This feature guarantees a level of sensitivity not heretofore found in the private school community, and it also addresses very directly the issue of teacher disaffection and burnout.

I would wager that the opportunity to start one's own business while doing one's life work, but free from large system administrative hindrance and meddling would find a ready ear somewhere in the community of veteran teachers, and I plan to ask each of those principals who just retired.

These two elements address new school formation started by and built around veteran school teachers and address most of the fears, whether founded or unfounded, concerning vouchered school programs. They also speak to many of the acknowledged problems of the current system.

If the voucher program preregisters, say, about 18 months before enrollment, educational planners, both private market and public sector, will have a remarkably detailed and reliable statement from voter/parent/taxpayers as to where they want education dollars to be spent.

The administrative bloat would feel the impact instantly. There would be fewer children in the public side of the system. Administrative activity that is justified is very likely to be moved, shifted down the ladder toward the actual school itself. Surplus administrative capacity could be identified and separated. DC Public Schools' monopoly over available educational choices would be broken. There would be created an element of administrative competition.

Additionally, vouchers in an environment that fosters new school start-up allow and strongly support schools that have special missions. The stereotype of a special mission is a single or an elite handful of public school students who are ready for advanced mathematics or intensive science.

Vouchers, however, can support and articulate many other special missions. Special missions can also be translated into well financed programs which specialize in children whose homes or external environment would ordinarily keep them from learning. Special mission schools can design curriculum and counseling also for young people who are particularly in need of role models and/or personal direction.

The issue in this new context becomes the specialty of need. Premiums could even be added to existing voucher certificates to make sure that programs for children who are particularly disserved by this system are available and funded for them under a new system.

Personal responsibility, conflict resolution, combined around a core curriculum, can be tailored to the needs of the subscribing parent, and preregistration lets all schools know what these preferences are. Vouchers would allow schools to form having missions not just for the public school elite, but for any special need that emerges, and I direct your attention to a series of articles in The New York Times which show vouchered small, brownstone schools are having some remarkable effects on the hard core teenage dropouts coming out of the criminal system back to school.

Finally, I would observe the opponents of vouchering have vowed a fight to the death. No public dollars to private schools is the slogan. This reasoning is illogical. There are very few services that government does not, under one set of circumstances or another, broker out or contract out to actors in the private market. Even now, when wards of the court or special ability/special needs students cannot be placed in an institutional public school setting, they are contracted to private facilities. Vouchering is simply an admission that the existing system alone cannot serve as many children's needs as was heretofore considered.

In closing, I would observe only that we are confronted with a unique opportunity, the chance to quickly bring to bear a program that will immediately address both the problem, poor schools and no choices for parents, as well as the damage that it does. Expanded choice, administrative competition will equal better education.

Alternative education generally brings to the dialogue two good ideas. Clearly the alternatives themselves are one good idea. The other is that members of the dialogue are now willing to consider new things. If this were held this time last year, how much reform would you have heard?

In the coming "shoot-out" between what the educational agenda will be, good ideas and the willingness to seek them cannot become casualties of this conflict.

My Nigerian friends tell me what when elephants fight, only the grass suffers. In this case, the grass is the city school children, their parents' tax dollars, and the good ideas that could save them both.

And I usually close my presentations by saying that there is a voucher program that I can state that every person in this room would smile and cheer for. It is called the GI Bill.

I thank you for this opportunity to speak, and I am privileged to open myself to your questions at this time.

[The prepared statement of Mr. Troupe follows:]

Testimony of Otis H. Troupe
Committee on Economic
and Educational Opportunities
Subcommittee on Oversight and Investigations
Room 2261 Rayburn House Office Building
Tuesday, June 27, 1995

STATEMENT OF OTIS H. TROUPE

Good Morning, Mr. Chairman, Members of the committee. For the record, my name is Otis Holloman Troupe. I am currently a private citizen, self-employed. I am Chairman of the Vouchers Committee of the Education First Coalition. For 13 years, however, I was privileged to serve the District as its City Auditor. During that period, I audited various accounts and activities of the D.C. Public School System (D.C.P.S.). The series of audit reviews conducted by the Auditor's Office in 1992-93 speak particularly to concerns that I hear raised in this forum.

The findings of these exercises, as well as years of evaluation by other objective sources characterize DCPS in the following way:

(i) DCPS financial information system is designed to defeat oversight;

(ii) DCPS personnel system is designed to defeat the tracking and identification of jobs by the monies spent on them;

(iii) There is a high level of teacher disenchantment;

(iv) High levels of parental dissatisfaction also exist;

  (a) Dissatisfaction as to progress in learning;

  (b) Dissatisfaction with range of parental options for school choices. The waiting list for the city's few desirable schools is as long and discouraging as the list at many desirable private schools;

(v) Wide-spread perception of the system and actors within it as corrupt and self-dealing;

(vi) DCPS has a bloated administrative layer that pervades every aspect of this agency's operation. The administrative bloat has taken on "a life of its own." It is quite frankly a large, well-financed, well-organized political pressure group whose sole priority is its own continuation. This huge wasteful administrative element is a classic example of Dr.

George Will's description of government that has become a lobby simply for its own existence;

(vii) The administration of DCPS operates without any requisite degree of decision accountability. Time and again wasteful, self-dealing, as well as flatly criminal conduct is condoned, allowed, and covered up.

These long-standing aspects of schools are acknowledged problems. There is no question or debate as to their existence. I note for your reference that these last two characteristics are doubly significant because they speak directly to the inability of DCPS to fix itself. The agency simply lacks the capacity or the will to analyze its mistakes and amend its own operations. All of these things of course, cause DCPS to fail miserably at its primary responsibility, the education of our school-aged citizens. We only have to note the expanded time in remedial subjects before our city's college-bound graduates, can do college level work, we need only review the test scores and other reasonable measures of success that DCPS suppresses or changes.

Thirty years from now, DCPS will be a case study in some graduate program for Public Administration. It will be cited as an example as an institutional dinosaur whose inability to see or to seek change, whose absence of shared organizational goals, and whose barricaded fortress mentality will prove to be an increasingly heavy burden of evolutionary liability. In the 21st Century, successful delivery systems for educational services will be those which deliver a personalized bundle of educational services as opposed to an institutionalized bundle of services. The failure of DC Public Schools in its primary mission and the continuing damage done to the city's children by an inadequate system prompts Education First to perceive a state of emergency. In response to this perception, our group has identified and proposes a program of alternative delivery systems for public education: Charter Schools, Independent Accredited Schools, and voucher-supported public education. As noted, I Chair the Vouchers Committee and am a particularly enthusiastic proponent of voucher-supported public education. To my mind, a program of voucher-supported fully accredited alternative schools will very quickly bring a flexibility of choice to the sterile landscape of "non-options" that are currently offered to parents of DC school children.

The concept of voucher-supported schools strikes a particularly negative chord among African-Americans. This because in the 1950s, rather than comply with court-ordered school integration, racist local governments closed public schools. They then issued vouchers for "white only" private schools. The political mix of voters in 1990s Washington, and the genuine interest that all areas of this city's political community have in stemming the decline of effectiveness in our city's schools all suggest that a similar experience, 40 years later in a predominantly African-American international city is unlikely.

A program of vouchers could be put in place with a minimum of disruption. A voucher would simply be a certificate of dollar equivalency issued by a small processing authority to a parent applicant. The certificate would be redeemable by any school (public or private) meeting agreed upon criteria for certification: standardized teacher qualification, uniform core curriculum (say about 70 percent) and of course, specific safety standards for operations and physical facilities.

Once operational, vouchers would immediately and drastically expand the choices available to participating parents. Immediately, children in the vouchers program would experience a drastically expanded range of choice for schools and academic programs. Implementation of a vouchered program, with reasonable financial controls, would also dispel many myths and misconceptions about what vouchers are and what they do:

(i) The voucher would not be an envelope of cash to irresponsible parents;

(ii) The voucher would not be redeemable by any "fly-by-night" off-the-street school that starts up. In fact, we look to our church community and our civic and labor communities to consider new school start-up as an option for some of their community program effort;

(iii) The voucher will not bid up costs at existing private institutions;

(iv) The voucher program will drain the remaining good students from DC Public Schools. This is a fallacy. Firstly, good students anywhere deserve the finest education that their parents' tax money can purchase for them. As to the argument that the voucher program will entice the remaining "good students" out of public schools to go elsewhere, I say no added enticement is needed. This "creaming," as it is called, is already ongoing in favor of suburban and private school systems. Whether children remain with DCPS as vouchered transferees or whether they take their vouchers elsewhere, the student and his parents must be allowed to select their choice for the best education;

(v) This last major misconception about vouchered schools is that the flight of "good students" and the

> redirection of funds to voucher them will destroy public schools. It will not. It will, however, destroy the monopoly that DCPS now exercise over our children's educational interests. That agency, like any other in the next century will have to restructure, "plan itself downward." It will compete with the alternative programs and our children will be better educated for it.

Vouchers provide a specific and easy way for parents to choose. The advantage here is that in addition to expanding choice, vouchers bring the source of education tax dollars (parents) much closer to the application of those tax dollars (teachers and children). The only element left out of the loop are the three administrators and the political machine that currently stand between your tax dollars and your children.

Vouchers give persons in the program a much greater range of choice. A good analogy is Multi-Channel Cable Television vs. General Three Network Television. Many, many more people view their specific television interest than before. So also, many more educational needs will be served when vouchered programs bring a wide variety of education choices.

Immediately, all existing eligible academies become available to the parent. In addition, a major element of the

Otis Troupe vision of a vouchered system is that it will drive the creation of new private schools who will survive by their ability to address the specific and varied demands of our city's parents. New schools formation should be, to my mind, a key element of Washington, DC's voucher plan. Also a key in a successful voucher strategy for Washington, DC should contemplate veteran "big city" school teachers and principals as prime candidates to start new schools. This guarantees a level of sensitivity, not heretofore found in the private school community, and also addresses the issue of teacher disaffection and burnout. I would wager that the opportunity to start one's own business while still doing one's life work, but free from large system administrative hinderance would find a ready ear somehwere in the community of veteran teachers. These two elements, aggressive new school formation started by and built around veteran schools teachers address most of the fears (founded or unfounded) concerning vouchered school programs. They also speak to many of the acknowledge problems of the current system. If the voucher program preregisters (say about 18 months before enrollment), educational planners, both private market and public sector, will have a remarkably detailed and reliable statement from voter-parent-tax payers as to where they want education dollars to be spent.

Administrative bloat would feel the impact instantly. There would be fewer children in the system, administrative activity that is justified would be, in large part, shifted down the ladder to school level. (Another advantage to vouchers is that they very strongly support "school-based management.")

Surplus administrative capacity could be identified and separated. DCPS's monopoly over available education choices would be broken. There would be created an element of administrative competition.

Additionally, vouchers in an environment that fosters new school start-up allow and strongly support schools that have special missions. The stereotype of "special missions" is of a single or a handful of public school children who are ready for advanced mathematics or intensive science programs.

Vouchers however can support and articulate many other special missions. "Special missions" can also translate into well-financed programs which specialize in children whose homes or external learning environments would ordinarily keep them from learning. Special mission schools can design curriculum and counseling also for young people who are particularly in need of role models and/or personal direction. The issue in this new context becomes the specialty of need. Premium could even be added to existing voucher certificates to make sure that programs for children who are particularly poorly served by the current system of public education.

Personal responsibility, conflict resolution combined around a core curriculum can be tailored to the needs of the subscribing parent--and preregistration lets all schools know what these preferences are. Vouchers would allow schools to form having missions, not just for the public school elite, but for any special need that emerges from the preregistration choices of a subscribing parent.

Finally, I would observe the opponents of vouchering have vowed "a fight to the death." "No public dollars to private schools!" is the criteria. This reasoning is a non-issue. It is such because there are very few services that government doesn't, under one set of circumstances or another, broker out or contract out to actors in the private market. Even now when wards of the court or special ability/special need students cannot be placed in an institutional public school setting. They are contracted to private facilities. Vouchering is simply an admission that the existing system alone cannot serve as many children's needs as was heretofore considered.

In closing, I would observe only that we are confronted with a unique opportunity. The chance to quickly bring to bear a program that will immediately address both the problem--poor schools/no choices, as well as the damage that it does--also expands choice/administrative competition equals better education. Alternative education generally brings to the dialogue two good ideas; clearly the alternatives themselves are one good idea. The other is that members of the dialogue are willing to consider new ideas. In the coming "shoot-out" between what the educational agenda will be, good ideas and the willingness to seek them cannot become casualties of that conflict.

My Nigerian friends tell me that "When elephants fight, only the grass suffers." In this case the grass is the city's school children, their parents' tax dollars, and the good ideas that could save them both.

I thank you for this opportunity to speak. I am provileged to open myself to your questions at this time.

Otis H. Troupe

Chairman HOEKSTRA. Thank you.

I will yield to the distinguished Chairman of the full committee.

Chairman GOODLING. I thank you for yielding.

I did not make an opening statement, but I do have a few comments to make at this particular time.

I want to, first of all, respond to the pastor's question. Who is really concerned about the education of our children? And I want to respond by saying your Representative to the Congress of the United States is very concerned about the education of your children. The Speaker of the House is very concerned about the education of DC children. Congressman Gunderson is very concerned about the education of DC children. Yours truly is very concerned about the education of DC children. That is why we took on the challenge that the Speaker gave us.

What can we do to help DC have the most outstanding school system in the country so that it can be the model for the country? That is not some political statement. That is a true desire on his part for us to help in any way we can.

That is why Congressman Gunderson is spending hours and hours and hours. That is why I am trying to help him in any way I can. But let me tell you there is not one thing in the world we will ever be able to do.

You are going to miss the most golden opportunity DC has ever had if you don't recognize us reaching out and helping you. But there is not one thing we can do unless somehow or other you can get yourselves into a room and you can sit down and decide that all together we are going to work to helping children.

But I can tell you the way the press reports this, and I am sorry I am getting emotional, but the press generally will report whatever they believe is the negative context of whatever went on, and if that is the way they report what happens here today, I will guarantee you it is going to be very difficult for all of us to do anything to help those children you are talking about, and my life has been spent helping children. That is where I get my joy, but I will guarantee you there are Doubting Thomases on both sides of the aisle who say, "Why are you talking about DC schools? We have all of these problems back in our district."

There are others who say, "Why are you bothering about DC schools? There is not a thing you can do."

Well, I do not accept that. I accept the challenge the Speaker gave us. We all do, but I plead with you. Administrators, maybe you are the people. Get everybody in the room so that you come out of that room ready to go to work to make sure there is a good education for every child in this community.

If you do not do that, there is not a thing we will ever be able to do up here, and I cannot emphasize it enough. You will miss a golden opportunity. I am not interested in who is at fault. I am interested in how we put it together and make sure every child has an equal opportunity.

Let me tell you one other person who is very interested in making sure every child has an equal opportunity for a good education, and that is one of the best educators in the country, Mr. Shanker. He insists and wants quality teachers in every classroom. He wants quality teachers to be responsible, and he wants them to take the responsibility, and he does not want them to alibi for anything that does not happen that is good.

So, again, I just plead with you. If you want us to help, and we are here to help; that is why we are here. We are not here to tell you how to run your system. We are here to say if you want help, this Speaker has given you a golden opportunity, and we will work day and night with you to bring that about, but get your house in order because it is going to be difficult enough up here without any animosity and any fighting and in-fighting out there.

So, again, I just plead with you. Take this golden opportunity for the sake of those very children, pastor, that you are talking about.

And I thank you.

Chairman HOEKSTRA. Mr. Ballenger.

Mr. BALLENGER. I would just like to jump on board with what the Chairman said. I was sitting here looking. The city wants it its way. The teachers want it their way. Everybody wants it their way. There is a big discussion that if you do it my way, we have got it made, and your program development plan sounds great, but radical reforms take time, and before you can run, you have got to learn how to walk, and right now you have the most expensive school system in the United States per student and probably one of the worst, and obviously somewhere somebody has got to sit down and figure out what do we do first.

You cannot start with a program that is six inches thick. Somehow, and I agree with Bill, you have got to get together and decide we are going to work on this together. You all are going to make the decision, and we are here to help you if you will let us, but in reality if everybody here is going to look out for their own selves and forget the kids, I will just say you can kiss it all goodbye.

I personally feel that somewhere along the line, financial controls seem to be completely out the window. Your statement there when you spend that much money per child, if I did that back home in North Carolina, I would say that we would have the greatest school system around because our people work for free.

Mr. TROUPE. Observation. In a news blurb about two months ago there was a demonstration outside of a particular school. This speaks to your point about the amount of money, and it was on a different subject, but one of the parents stepped up from the background to the cameras and the microphones and said, "This is January, and do you realize there are no books in this school?"

And that is not an atypical situation. My question to this forum for discussion is when you get half a billion dollars a year, what do you buy before you buy the kids books? So we have to talk about whose fault it is and what is wrong with it.

Mr. BALLENGER. Well, I appreciate that very much, and let me just say I am not try to preach a sermon, but I was chairman of the county commissioners back home, and we passed the only school bond issue that was ever passed the first one. We passed taxes to increase to support our schools, and we put in a system that rewarded the schools if our grades went up on SATs and so forth. We increased the funding to the schools.

But you have got to start at the beginning, and that does not mean that we come up with some fabulous plan. I would just say that I go with Chairman Goodling. You all have got to get together first before we can do anything.

Yes, sir, Mr. Childs.

Rev. CHILDS. Would you give us the time? I think some of us have been trying to pull together all of these various factions to sit down, and we have gotten some of them to the table. Some will not come; some are coming. And as we come, we are trying to do that. The problem that we are having is everybody keeps saying you have got to do it quickly. You do not have time.

Can you give us a time frame to work that? And I guarantee at least we will make an effort because there are those who really are trying to do that.

Mr. BALLENGER. I do not know about a time frame.

Rev. CHILDS. What kind of a time frame can we have to work with? We have had a group meeting on Thursdays that is made up of a lot of the people who are sitting at the table. This coming Thursday we have got the mayor and a member of the City Council who are coming. We have got other ministers who are coming, and we are doing this, and we are sitting down.

We have got the experts, Vincent Reed, a former Superintendent, and other persons that we trust their educational judgments, and we are saying to them, "Listen. What can we do? What can we do?"

Ms. HARVEY. Very briefly, if I may say just one thing, we do, indeed, want to come together, and we would invite, you know, some discussion with individuals who have come before you this evening. The Board of Education and Superintendent of Schools is only interested in one thing, and that is bringing better services to children, and we will speak with individuals and invite them to our planning sessions where we begin to do a design strategy based on the document that was provided to you this afternoon.

Mr. BALLENGER. Thank you.

Mr. SAWYER. Mr. Chairman.

Chairman HOEKSTRA. Yes.

Mr. SAWYER. If I could yield to Ms. Norton I would appreciate that.

Chairman HOEKSTRA. I think your colleague from North Carolina will yield to Ms. Norton.

Mr. BALLENGER. Very definitely.

Ms. NORTON. Thank you very much.

Mr. SAWYER. She is going to run out of time, and I would like my five minutes.

Chairman HOEKSTRA. Yes.

Ms. NORTON. I just want to say, and I think I can demonstrate, that the challenge that the Congress has thrown out has already worked miracles in getting together people who have never come together before.

I want to say that Mr. Goodling and Mr. Ballenger speak with some credibility on this notion because they have been entirely respectful of Home Rule, and they are out gathering resources that you know nothing about and doing it quietly. So when they say, "Get together," this is not a lecture.

I want to demonstrate the extent to which that has already happened to give some encouragement to them and to the subcommittee to believe that this can happen. Ms. Harvey and Mr. Smith, under the gun from Congress who were rushing, of course, to try to get something done quickly, you met with your critics, the educational watchdog groups, and designed a plan. The union was not involved.

Would you be willing to involve Ms. Bullock and her union in the negotiations with the Congress that have not yet taken place on what the final plan will be?

Ms. HARVEY. Congresswoman Norton, we would wholeheartedly ask Ms. Bullock and members of the Teachers' Union to work with us collectively as a part of the body as we begin to formulate this plan.

Ms. NORTON. Ms. Bullock, you have been involved in an understandable dispute with the school system over the evaluation process. That has been a part of collective bargaining. There is now legislation that would take it out of collective bargaining, and understandably there is contention on that issue.

Would you support, if it could be negotiated in the appropriate manner, an evaluation system that would involve a school-wide merit evaluation system?

Ms. BULLOCK. I do not have any problems with that if we can deal with some kind of standards, and I was talking with Mr. Shanker, and we said that you have a curriculum and you set your standards and you have benchmarks where the students are supposed to be. The parents know where the students are supposed to be. The teachers know where the children are supposed to be, and the entire school would work toward those benchmarks.

We do not have any problem with that, if we have the standards.

Ms. NORTON. These two questions are simply designed to indicate that even with the ordinary contention that always is involved in school issues, I do believe that the progress that has been made thus far with people who have not agreed on anything except the price of bread is some encouragement that before this process is over, we can get everybody on the same page.

And I appreciate the Chairman's courtesies.

Chairman HOEKSTRA. Thank you.

The subcommittee will be in recess. If the panel is willing to stay, we have some other Members who would still like to ask some questions.

[Recess.]

Chairman HOEKSTRA. The subcommittee will come back to order.

I express my appreciation to the panel for putting up with the ways of the House, which means we leave every once in a while for 15 or 20 minutes.

At this time I would like to yield to Mr. Davis.

Mr. DAVIS. Mr. Hoekstra, thank you very much, and I appreciate you allowing myself and Ms. Norton to sit in on these hearings.

Let me ask a question. I start with Ms. Bullock. On page 5 you talked about being opposed to the public school voucher system just as you would fight against private school vouchers, the public school voucher system versus private, and you note that in an urban setting with varying degrees and pockets of poverty and welfare, there is no way to assure equity and fairness in such a scheme.

But what do you have today in the school system? You may have equity and fairness, but at what level?

Ms. BULLOCK. My position is if we are in to make it better, why not make it better for everybody, and since it is taxpayers' money, let all of us benefit from it. If you are going to skim off the top and have certain students, the vouchers will only enhance the haves, not the have nots.

Mr. DAVIS. Well, everybody gets the same though, don't they?

Ms. BULLOCK. No, but this will supplement the haves. It cannot supplement the have nots. They can take this voucher and use it to go—vouchers from my perspective is not just for public schools. It is for private schools, and if you have students already in private schools, this does not do anything but give them additional supplement to add to their——

Mr. TROUPE. But vouchers for public schools.

Mr. DAVIS. Let me ask you: are you satisfied with the quality of education?

Ms. BULLOCK. Oh, definitely not, but I do not think vouchers is the answer.

Mr. DAVIS. What is the answer?

Ms. BULLOCK. I think that we should, as I said in my statement, go back to the basics. First of all, we have to regain control of the schools. The students have taken over the schools in the District of Columbia. Discipline; we need safe schools; we need discipline.

Then we deal with math, science, English. I am all in favor of technology with computers, but children have to learn how to spell, write, use the correct form of grammar. Deal with the basics, and let all of the stakeholders take a part in it.

Mr. DAVIS. Do you think that the age at which you have to stay in school should stay at 16 or do you think there is some utility in lowering that age?

Ms. BULLOCK. In talking with Mr. Shanker, I had never thought about it before, but I believe that 16 would not be a bad idea to cut off at that particular age if they really want to go because you have a lot of trouble-makers just roaming the halls, and they do not want to be there. They know that it is mandatory that they should be there. If you make it 16 and anybody who wants to come above that, they would have an interest in wanting to be there.

Mr. DAVIS. Okay. Let me ask Mr. Troupe. Do you want to respond to anybody's questions?

Mr. TROUPE. Not at this time.

Mr. DAVIS. Okay. Dr. Smith, let me just ask you a question. If you could pick out three things that we could do right away to make this system better, what would you pick out, three?

Dr. SMITH. Yes, I think that could be very easily done. First would have to be the facilities. I mean that is causing major problems.

Mr. DAVIS. Can I follow up on that for a second?

Dr. SMITH. Yes.

Mr. DAVIS. If we were to somehow find help for the facilities, whether it is as Mr. Ballenger suggested, having the private sector come in and help or perhaps some public sector money, would we have to do all of the facilities? Couldn't the school system in some way pick and choose which facilities should stay open or not?

It just looks to me, and as you know, I was the head of the government across the river which was much larger than the city in terms of our population, much smaller in terms of our government, but we closed schools when we had to do that. Could that be part of it and should it be part of it?

Dr. SMITH. Oh, definitely it should be, and we can identify certain schools. For instance, I made the statement earlier I believe there are 29 schools that we know need roof replacements right now. Roofs are leaking, and we are not going to be able to do much of anything until we are able to repair.

Mr. DAVIS. How many of those should remain open though?

Dr. SMITH. I would have to go back and assess whether any of those could be on the list to be consolidated with other schools, but as a part of the facilities study that we are doing now, we hope to have completed by the middle of July, that is a part of that study: to look at and make recommendations as to schools that should be closed based on the present demographics and future demographics.

Mr. DAVIS. And what about the discipline issue that Ms. Bullock raises? What are you doing on that?

Dr. SMITH. Well, the board, through Chapter 25, has already tightened up its disciplinary policies. We have been trying to create alternative schools, alternative settings to remove those youngsters from the schools that obviously are not acting according to——

Mr. DAVIS. So there is no disagreement between you and the union on this issue?

Dr. SMITH. No. That is a concern that we need to deal with. My only reservation, and I am in favor of creating alternative sites, and that is what we are trying to do as long as we have got funds to do that. Quite often the percentage of the population that presently needs to be assigned to an alternative site continues to grow as we create these kinds of environments, and you have got more people in an alternative setting than what you have got in your regular school, but it is something that we need to deal with, and I think we are supposed to have a session this summer where we talk about discipline in the schools.

Mr. DAVIS. Okay. That is fine.

I yield back.

Dr. SMITH. And the second——

Mr. DAVIS. Go ahead.

Dr. SMITH. The second thing that I think is critical is the part where we suggest that we look at the overall MIS system dealing with the personnel, payroll, budget, that whole financial situation, revamping that system, giving us the kind of structure that would allow us to respond and know at a moment's notice the kind of information that is being requested of us.

Mr. DAVIS. Let me ask one more question while we get the light on. In your opinion, how much could you downsize administration and still get the job done?

Dr. SMITH. Well, as of this year, we are downsizing another 155 people as of June 30, this particular month. I would say based on looking at where we are, probably another 75 or 80 people. Now, I am not talking about the people until we upgrade our personnel system so that you do not need as many people, upgrade our financial system so that you do not need——

Mr. DAVIS. So information technology would allow you to downsize?

Dr. SMITH. Would help, yes. Then the numbers would probably go up to another 150 people that we could get rid of, and the third thing obviously is technology. I think that that is a key factor in terms of the integration of instruction within the classrooms. So those would be the three top that I would give you.

Mr. DAVIS. Okay. Thank you very much.

Chairman HOEKSTRA. Mr. Sawyer.

Mr. SAWYER. Thank you, Mr. Chairman.

This has been a marvelous panel, and I have just so many questions. I want to ask one first, however.

Mr. Troupe, that was an impassioned argument on behalf of a voucher system. Once your voucher system is fully implemented, do you see the need for the continued existence of a public school system at all?

Mr. TROUPE. Most assuredly.

Mr. SAWYER. Why?

Mr. TROUPE. My observation is this, that what we want is to make sure that parents within the system who represent the interests of their children have the broadest opportunity for choice.

Mr. SAWYER. Well, now, look. Hang on a second. Suppose I take that offer seriously, and I say that I do not want my daughter, I do not want my daughter to go to those outrageous schools that I heard you describe, those bloated schools where kids are not learning. You are telling me I might have to send my daughter to those schools? Are you telling me that, because that is the implication that is left when you suggest that there is a continued need for that public school system?

Mr. TROUPE. Let me say this. One of the things I also see is that an aggressive program of educational alternatives will provide a degree of flexibility in the existing system such that——

Mr. SAWYER. How would you propose to choose which kids would be able to go to that——

Mr. TROUPE. Parental request.

Mr. SAWYER. Parental request?

Mr. TROUPE. Sure.

Mr. SAWYER. So it would be self-selective. It would depend, I suppose, on who got into line first.

Mr. TROUPE. Well, essentially we are contemplating an 18-month preregistration program.

Mr. SAWYER. Preregistration. So how will I be sure that my daughter gets to go to that school?

Mr. TROUPE. Well, the way you are sure that your daughter gets to have a choice is to express to this body and to whomever——

Mr. SAWYER. What percentage of kids would be left in the public schools?

Mr. TROUPE. It depends on how much you are willing to commit immediately to a program of vouchers and alternatives.

Mr. SAWYER. No, no, no. Let's say we are willing to make a commitment that any kid that wants a voucher is going to get a voucher.

Mr. TROUPE. Okay.

Mr. SAWYER. I am trying to figure out how many of the kids will get to go and how many will not.

Mr. TROUPE. Okay. If I had to make an estimate, I believe that a voucher program could probably voucher out immediately, and we are talking about September to the mid-year of next year, between about seven and 12,000 people, children.

Mr. SAWYER. Even though there are not that many slots available in private schools at this point, nowhere close to that.

Mr. TROUPE. I believe that if you count private schools outside of the District, and I noted that a voucher should be good at any accredited, certified school, then you can make those placements.

Mr. SAWYER. So what percentage is that?

Mr. TROUPE. It is my understanding that schools are now claiming 65,000, 66,000. Doctor, is that it as student population?

Dr. SMITH. No.

Mr. TROUPE. What is it?

Dr. SMITH. We have got 80,420-some students.

Mr. SAWYER. Details, details.

Mr. TROUPE. Details, details. I really do not believe that. I am sorry.

Mr. SAWYER. Let me go back to a question that we are really going to have to confront if we are going to deal with this, whether we are talking about in-school choice, whether we are talking about public school choice, the whole range of questions.

I am really concerned about whether or not there is going to be an effectively random selection for students who get to go to one school or another and whether or not there is a sufficient pre- and post-measurement of skills, the kinds of things we want to measure in order to determine whether or not a particular system is succeeding, particularly if we are looking at a variety of different kinds of settings and we want to know which kind works and which kind does not.

Mr. TROUPE. That is right in the presentation, sir.

Mr. SAWYER. Let me turn to the educators in the crowd and see whether or not we have the tools in place to do that sort of thing. Doctor?

Dr. SMITH. Well, I think that certainly we do have the tools in place to do that, and there is proof of that as you look at the number of students that are graduating from our schools each year that are going on and doing very well. I think it was discussed about some people graduating years ago and going on to Yale and Harvard. I will tell you this past year youngsters graduating from DC schools received over $18 million in scholarships. Colleges are not giving money to students that have not been prepared.

Mr. SAWYER. No, I understand that. I am not questioning that at all, at all. What I am questioning is whether or not if we simply throw dollars on the table and give children the chance to scramble for those dollars and then measure the success of a particular kind of school based on whether or not kids scrambled to or from that school, whether we will have an accurate measurement of what we are dealing with.

Dr. SMITH. No, you would not. There is no question about that.

Ms. HARVEY. If I may just add very quickly to the discussion, the Board of Education does have as we call in the District of Columbia Public Schools schools that parents select to put their children in. For example, we have Banneker Academic High School. There is a measurement by which students must get into Banneker We have Schools Without Walls. We have schools within our comprehensive high schools where students really have to show some competencies in those particular areas before they are admitted to those schools, and they also have to show some measure of competencies before they graduate.

So there is the policy in place to deal with choice within the DC Public Schools.

Mr. SAWYER. Reverend?

Rev. CHILDS. I think too often we highlight only the schools that push those who have great grades and accelerate, but since DC is a trouble city, oftentimes we do not even realize we have our programs like Career Diversion.

We had a young man who was put out of a school because of a situation. We had to research and search and half of the administration did not even realize they have a program at Armstrong called Career Diversion for Troubled Children.

We got the young man in the program, got him on track in one semester, and he was put back into the regular system. We have got to highlight even those kinds of programs that they do not even appear on the records anywhere. That is what we have to look at, the realization that we have a troubled city of children who are coming from diverse backgrounds and utilize those resources in schools, and those are the schools oftentimes or those are programs that are in jeopardy of being cut when because of the situation in our city, I think we need to begin to highlight more of those kinds of programs.

Mr. SAWYER. I thank you all very much.

Chairman HOEKSTRA. Thank you.

Mr. Weldon.

Mr. WELDON. I thank the Chairman.

Ms. Bullock, I have a bill that I am sponsoring with Mr. Frank Riggs. It is called the Low Income School Choice Demonstration Act of 1995, and what we intend to do with this bill is to appropriate some funds for some demonstration projects, and the funds are to go to parents to give them a voucher basically and select an educational environment for their kids that they feel is the best for their academic pursuits.

We are targeting this bill to low income families, low income children. Specifically, they have to be eligible for the School Lunch Program, fully subsidized or partially subsidized.

You said earlier that you thought vouchers was going to spread the gap. Now, most high income people are already exercising school choice. As I understand it, in some communities as high as 20 percent of the families have their children in private schools, and they are all high income families.

Our bill is intended, specifically, to test what happens when you give that kind of authority to low income families. Do you, as the representative of the Teachers' Union, feel that this type of legislation could have the potential to answer some of the questions you might have regarding school choice?

Ms. BULLOCK. I think it depends if the low income students are getting the vouchers, do they automatically go to the schools or are they interviewed to get into the schools?

Mr. WELDON. Actually the voucher is given to the parents.

Ms. BULLOCK. Giving the parent the money to send the child.

Mr. WELDON. To the school of their choice.

Ms. BULLOCK. To the school of their choice, but what happens most of the time, these are our troubled children. If I have a child that has run havoc in a school and you give me the money to send my child to private school, do they automatically get in there or are they interviewed and tested to get in?

Mr. WELDON. Well, I believe you are misunderstanding the——

Ms. BULLOCK. No, no, no. I understand it is for disadvantaged children.

Mr. WELDON. It is for low income. It is not for—

Ms. BULLOCK. I understand that.

Mr. WELDON. [continuing] specifically discipline problems.

Ms. BULLOCK. But one of the criteria for getting that child in there, if I am a low income parent and I have a child that has been raising hell in the school——

Mr. WELDON. Well, let me get another opinion. Why don't you give me your thoughts on it because our bill is not intended to discipline.

Ms. BULLOCK. No, I know.

Mr. WELDON. Just low income.

Ms. BULLOCK. I know, but I am giving you an example.

Mr. WELDON. You keep fixating on this. It is for low income kids. Okay?

Ms. BULLOCK. Well, see, I have been there. I am a practitioner. We know not all of them, but I could give you a list of them that could go.

Mr. WELDON. Well, I do not think you are making sense. Why don't you go ahead?

Chairman HOEKSTRA. Excuse me. Mr. Troupe, could you use the microphone, please?

Mr. TROUPE. Yes, sir. I read your question correctly, sir, I believe you are asking would a program of vouchers for low income families work. I think most assuredly, yes. Lots of this dialogue has blithely skipped along and made the assumption that low income families produce children of low academic abilities. Not so.

One of the biggest and most crying tragedies that a voucher system is going to address is that we are starting to see little kids seven, eight years old, who are testing 130, 135, 140, and who are going right into those critical years where the schools lose them.

So one of the things that a voucher program could do, and this, of course, would be on the elite side, is that you could have an identification program, regardless of the child's family's economic abilities. You could have an identification program. As soon as you get a kid who is, quite frankly, too smart, too intelligent to lose to the system, what you do is you put him in a voucher supported program that develops all of his abilities. It takes it right out of both the negative learning environment and an inadequate public school delivery system.

Mr. **WELDON**. Well, the reason I bring up my bill is because some of the leadership here in the House, who are involved with helping to reform the DC schools, have looked at my bill and the possibility of expanding its scope specifically for DC or an independent, separate piece of legislation to help DC, and the reason I think this is very important is high income families are already exercising school choice, and what is being left in the public schools is the families from low income kids, and a lot of them are smart, and a lot of them will thrive in a really excellent academic environment.

And if you think it will not work, you should support my bill because we are setting aside 5 percent of the funds to analyze the results, and if school choice is so bad, we are going to demonstrate that it does not work.

I personally believe that it will work, and it is going to demonstrate that when you give the authority to parents to make the decision, where this has been tried, I would just like to say, in Milwaukee, in the public system performance has improved because they have had to compete, and it has instilled a spirit of competition that has resulted in the emergence of excellence not only in the private sector, but as well in the public sector.

With that I will yield back to you, Mr. Chairman.

Chairman **HOEKSTRA**. Thank you.

I really do not have any questions. I just want to build off of some of the comments that the Chairman made after all of the testimony was given. I think this is the third hearing that we have had and the third different panel that we have had in here talking about the situation with really the kids in Washington, DC.

A number of us have also made site visits to different schools, we have heard a lot of different testimony and some people have blasted some ideas that may be new and may be viewed as revolutionary—such as vouchers. There are many of us that believe that there is some promise to vouchers and that it should be tried. We have heard other testimony which would take greatest exception to what is going on with the Teachers' Union, and I do not think there is anybody advocating, although we probably heard testimony or in the site visits, people taking a real legitimate shot, or I do not know about legitimate or not, but people taking real shots at the Teachers' Union or taking shots at the School Board or the administration and all of those types of things.

And all that I can really encourage us to do is as we take a look at putting together a package, focusing on what is going on today. I mean we have heard the one thing that almost everybody is in agreement on, which is that what we have in place today is unacceptable. We just cannot keep going, which I think should all humble us to the fact that for all the good and knowledgeable people who have been working on this problem for the last number of years, and we have now brought in, you know, a higher degree of involvement for Congress, is that we do not all have the answers, and we do not have all of the solutions because if we did, the situation would probably be a whole lot better than what it is today.

So I hope as we continue going through this process we do it in a constructive way; that we listen to everybody's opinions; and that we recognize that each of us does not have all of the total answers, and perhaps a willingness to experiment and say, "I do not think that that is going to work, but I am willing to give it a shot."

Mr. Sawyer and I, I think I can tell from his comments, we probably disagree on vouchers. All right. We probably do.

Mr. SAWYER. Probably.

Chairman HOEKSTRA. Yeah, and there are some other things that we probably disagree on, but I would probably be willing to try some of the silly ideas that he is proposing if he would be willing to consider some of the constructive ideas that I was proposing.

Mr. SAWYER. Or vice versa.

Chairman HOEKSTRA. Or vice versa.

You know, at the end of the process, if we go through this development, it is a learning process that I learn from some of the things that he is proposing that we are trying; he learns from some of the things that other people are proposing, and we create a learning process. At the end of six months, we will have a better school system for the kids. At the end of 12 months, we will have something better.

I think that is what the Chairman was saying at the close of your testimony. I do not think we are walking and there are not many of us walking in with a dogmatic approach saying, "This is what has to be done, and if this is not done, we are not going to support it."

I think most of us are looking at the situation where in a period of time when we are looking at the opportunity of serving in Congress, it would be one—it has been such a privilege to be elected to Congress, I can now move my family to Washington and work in Washington so that my kids can participate in the best school district or the best education process in the world, rather than saying, "Do you want to move to DC?" It is kind of like, "Whoa, I do not know. I kind of like the schools back home a little bit better."

But that is what we are striving for, so people will come to Washington. We want educators not to lobby Washington, but to come see the work that all of you are involved in at the local level educating kids, to learn how you are doing it and they can take it back to their local school districts around the country.

And we are going to continue working in a bipartisan way, in a constructive process to make that happen. I appreciate all of your testimony, the people on your staffs and your colleagues who have been here over the last month giving us a background and insight into what is going on in DC, because you are the experts. We are here to learn from you. We do not have all of the answers.

So thank you very much for helping do that.

Mr. SAWYER. Mr. Chairman.

Chairman HOEKSTRA. Yes.

Mr. SAWYER. If I might just offer an observation by way of closing. First of all, I really want to compliment Dr. Weldon and his efforts with regard to this particular topic. I come to this question from a different point of view than he does, but I take on face value the genuineness of his effort, and I absolutely take on face value the genuineness of the efforts being made with regard to the DC Public Schools.

The clear call that we have heard from every witness from the District before us, not just simply to sit back here on this side of the table, but to get involved is critically important, and those of you who have been in the forefront of this, nobody more than Steve Gunderson, have taken that call seriously.

I only ask that as we do this, particularly as we look at measures that however radical, however imaginative, however full of promise that they may be, that we take great care to understand what the circumstances are that we greeted this experiment with and to measure those and to measure the consequences in like terms.

So that if we put kids from large classes into small classes, we understand that there may well be a difference that has more to do with class size than it does with choice. It means that we measure, that we take care not to draw false analogies from the conclusions that we reach.

I hope that the schools in Milwaukee are improving. I hope that the schools all over the United States are improving, but I would not want simply to sit here and conclude that because there was a voucher system in Milwaukee, that that was the cause that brought about the effect. It is very important to understand that.

And finally, I guess it is important for all of us to continue to work together, but we have heard that said before, and so I want to thank you again for these hearings because, again, this has been very constructive.

Thank you, Mr. Chairman.

Chairman HOEKSTRA. Thank you.

The committee is adjourned.

[Whereupon, at 4:49 p.m., the subcommittee was adjourned.]

The following people have submitted written testimony for the record. Due to printing costs and the extensive submission of testimony, the Committee is unable to print this testimony in the record. However, it will be available for examination, upon request, through the Committee's document room.

Jay Allen
American Civil Liberties Union
Charles and Elisabeth Armstrong
Kristen Beasley
Marvin Beltzer, Children Hospital - Los Angeles
Astri Birbach
Daniel Bontempo
Matthew Brown
Russell and Eleanor Cannon
Thomas Caramagno, University of Nebraska - Lincoln
Kurt Chandler
Brian Cheu, City and County of San Francisco - Human Rights Commission
Katherine Cook, Voyage House
Beverly Dale The Christian Association - Univ. Penn
Tereas DeCrescenzo
R. Douglas Ramsey
Al Ferreira, Project 10 East
Tim Fisher, Gay and Lesbian Parents Coalition International
Judith Galas, Comprehensive Writing Services
Gilbert H. Whelden Jr.
Hardy Haberman
Mitzi Henderson, PFLAG
Dr. Homer Hepworth
Shirley Holmes
Garry Hunsaker
William "Billy" James
Jill Karpf, GLSTN/DC
John Kellett
Thomas Kincaid
R'ykandar Korra'ti
Nancy Kratohvil
Erica Kretzmer
Alan L. Kiste
Robert R. Larimer, Jr., Washington for Traditional Values
Nils Lindstrom
Judith Nardacci
Suzanne Null
Mark Overmeyer
Boris Oxman
Carolyn Parker
Philadelphia Lesbian and Gay Task Force
Janice Pinto
Barbara and Christopher Purdom, Inter-Faith Working Group
Greg Rebchook, The Boulder Coalition
Scott Ross
Arthur Saffir, Bio-Systems Research
Kathleen Sawyer
Arlene Schneir, Los Angeles County Adolescents HIV Consortium
Stephanie Smith
Victor Stanhope, National Association of School Psychologists
Susan Stoka, Trustee of Antelope Valley Union High School
Peter Tompkins-Rosenblatt, Janus Youth Programs, Inc
Michelle Topal, A Safer Place Youth Network
Leo Treadway, Minneapolis Public Schools
Gary Warrington
Richard Weis
Gordon Weisser
Kathy Whitmire

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MEMORANDUM

TO: SUBCOMMITTEE ON OVERSIGHT AND INVESTIGATIONS
COMMITTEE ON ECONOMIC AND EDUCATIONAL OPPORTUNITIES

FROM: PETE HOEKSTRA PH

DATE: MARCH 11, 1996

RE: CRS OPINION -- STANDING TO CHALLENGE MISUSE OF FUNDS BY NON-PROFIT CORPORATIONS

On December 5 and 6, 1995, this Subcommittee held a hearing entitled "Parents, Schools and Values." At that hearing, it was alleged that some charitable non-profit corporations, specifically 501(c)(3)s, were misusing Federal funds. In particular, one witness stated that she lacked standing to bring an action against a non-profit charitable corporation, even if she believed that the corporation was misusing Federal funds.

Subsequently, members of the Subcommittee engaged in a lively discussion regarding whether or not a private citizen could bring an action against a charitable non-profit organization. As a result of that discussion, I agreed to obtain a legal opinion on the issue.

Enclosed, you will find a legal opinion prepared by CRS' American Law Division. Please be assured that this opinion will be submitted into the official hearing record.

If you or your staff has any additional questions, please feel free to contact me or my staff at your convenience.

CRS
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February 15, 1996

TO : House Committee on Economic and Educational Opportunities
Attention: Emilia Desanto

FROM : American Law Division

SUBJECT : Standing to Challenge Misuse of Funds by Nonprofit Corporations

This memorandum is furnished in response to your request for an opinion on the question of who may bring a civil action against a nonprofit corporation for misuse of its funds.[1] Generally, the creation, regulation, and oversight of nonprofit corporations is a matter of state law,[2] so the answer to the question will vary somewhat from state to state. Potential plaintiffs in this type of action could be identified in five groups: (1) state attorneys general; (2) corporate directors; (3) members of the corporation; (4) donors; and (5) beneficiaries of the corporation's activities and others with a "special relationship" to the corporation.[3] Generally, the first three groups have been recognized as proper plaintiffs for this type of action and the last two groups, while recognized in a few jurisdictions, have not generally been allowed to proceed.

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[1] You have also asked whether or not this group of potential plaintiffs would expand or contract if the funds alleged to have been misused are Federal funds. For purposes of this discussion, we will assume that the Federal agency involved in granting or disbursing the funds involved has statutory authority to oversee the use of the funds. With this exception, it does not appear that the Federal nature of the funds would increase or decrease the number of potential civil plaintiffs.

[2] The one area of Federal regulation or oversight of nonprofits is the granting of tax-exempt status by the Internal Revenue Service. The IRS has the authority to revoke this status for various reasons which could include misuse of funds. As to third party actions for revocation of tax-exempt status, see, MARIE B. MORRIS, TAX-EXEMPT STATUS OF RELIGIOUS ORGANIZATIONS, CRS Report for Congress 96-677, 7 (July 19, 1993).

[3] DEVELOPMENTS IN THE LAW--NONPROFIT CORPORATIONS, 105 Harv. L. R. 1578, 1594 (1992).

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Attorneys General

Virtually all states have, by statute or common law, empowered the attorney general to enforce the duties of trustees of charitable trusts.[4] Many of these states have either by specific statute[5] or by analogizing nonprofits to such trust,[6] given the attorney general similar oversight of nonprofit corporations. There are a few states where the attorney general is the only person which may bring this type of action.[7]

Corporate Directors

Most states permit corporate directors to bring an action against other directors for breach of their duties.[8] This is generally based on the concept that the directors are in the best position to uncover this type of wrongdoing.[9] It has been held that a director is personally liable for failing to stop other directors from misappropriating funds.[10]

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[4] *See*, for example the Uniform Supervision of Trustees for Charitable Purposes Act (1954) which has been adopted in California, Michigan, Illinois, and Oregon. *See*, also HANSMANN, *Reforming Nonprofit Corporation Law*, 129 U. Pa. L. Rev. 497, 600 (1981).

[5] *See*, for example Cal. Gov. Code § 12598(a) and N.C. Gen Stat 55A-50. *See*, also BENNET B. HARVEY, JR., *The Public Spirited Defendant and Others: Liability of Directors and Officers of Not For Profit Corporations*, 17 J. Marshall L. Rev. 665, 696-99 (1984) (discussing the attorneys general's role in enforcing the fiduciary duties of not-for-profit directors).

[6] *See*, for example, *Lopes v. Medford Community Center, Inc.*, 424 N.E. 2nd 229 (Mass. 1981) (which held that only the attorney general could bring suit for general mismanagement of a public charity in Massachusetts). *But see*, *State ex rel. Butterworth v. Anclote Manor Hosp., Inc.*, 566 So. 2d 296 (Fla Dist. Ct. App. 1990) (holding that the attorney general lacked standing to initiate a derivative action against a nonprofit corporation).

[7] *Lopes v. Medford Community Center, Inc.*, 424 N.E. 2d 229 (Mass. 1981), *Voelker v. St. Louis Mercantile Library Ass'n*, 359 S.W. 2d 689 (Mo. 1962), and *Carroll v. City of Beaumont*, 18 S.W. 2d 813 (Tex. Civ. App. 1929).

[8] *See*, for example, N.Y. Not-For-Profit Corp. Law § 720.

[9] *Holt v. College of Osteopathic Physicians and Surgeons*, 40 Cal. Rptr. 244 (Cal. 1964).

[10] *Francis v. United Jersey Bank*, 432 A.2d 814 (N.J. 1981).

Members of the Corporation

Suits by members of the nonprofit corporation to protect the corporation from mismanagement is relatively new. Both New York and California permit these types of actions under their nonprofit corporations statutes. A member derivative suit under the New York Statute must meet the following requirements: the plaintiff must have been a member at the time the action was brought; the complaint must set out the plaintiff's efforts to secure board action prior to the suit; the action may not be settled or compromised without court approval; and the court may award expenses to the plaintiffs if the action is successful.[11] California's statute divides nonprofit corporations into three categories: mutual benefit; public benefit; and religious. Member derivative suits are permitted against the first and second category of corporation. California has similar requirements to the New York statute.[12]

Courts in several state have recognized the right of members to bring derivative suits. The courts have generally found this right by finding that the members are analogous to shareholders of a for profit corporation.[13]

Donors

We have been unable to find any cases where being a donor to a nonprofit corporation was sufficient interest to give standing to bring an action against that corporation. On the contrary, the cases have denied standing based solely on status as a donor.[14]

Beneficiaries of the Corporation's Activities and Others with a "Special Relationship" to the Corporation

Generally being a beneficiary of a nonprofit corporation's services has not been considered sufficient to grant standing to challenge the actions of the corporation.[15] Occasionally a court has found that the "special relationship" is more than just that of beneficiary and gives rise to a protectable special interest. In *Jones v. Grant*,[16] for example, college students were allowed to bring an action against the board of directors for misuse of funds because they were particularly affected by the activities of the organization. In *Stern v. Lucy Webb Hayes Nat'l Training Sch. for Deaconesses and Missionaries*,[17] hospital patients were permitted to bring a class action against the hospital's trustees because they were found to have a sufficient special interest.

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[11] N.Y. Not-For-Profit Corp. Laws § 623.

[12] Cal. Corp. Code § 5710.

[13] *See*, for example, *Kirtley v. McClelland*, 562 N.E. 2d 27 (Ind. Ct. App. 1990); *Bourne v. Williams*, 633 S.W. 2d 469 (Tenn. Ct. App. 1981); *Atwell v. Bide A Wee Home Assoc.*,299 N.Y.s. 2D 40 (Sup. Ct. 1969); and *Valle v. North Jersey Auto Club*, 310 A. 2d 518 (N.J. Ch. Div. 1973).

[14] *See*, *Holden Hosp. Corp. v. Southern Ill. Hosp. Corp.*, 174 N.E. 2d 793 (Ill. 1961); and *Denckla v. Independence Foundation*, 193 A. 2d 538 (Del. 1963).

We hope this information is responsive to your request. If we may be of further assistance, please call.

J.R. Luckey

John R. Luckey
Legislative Attorney
American Law Division

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[15] *See*, for example, *Christiansen v. National Savings and Trust Co.*, 683 F. 2d 520 (D.C. Cir. 1982), and *Newman v. Forward Lands Inc.*, 430 F. Supp. 1320 (E.D. Pa. 1977).

[16] 344 So. 2d 1210 (Ala. 1977).

[17] 367 F.Supp. 536 (D.D.C. 1973).

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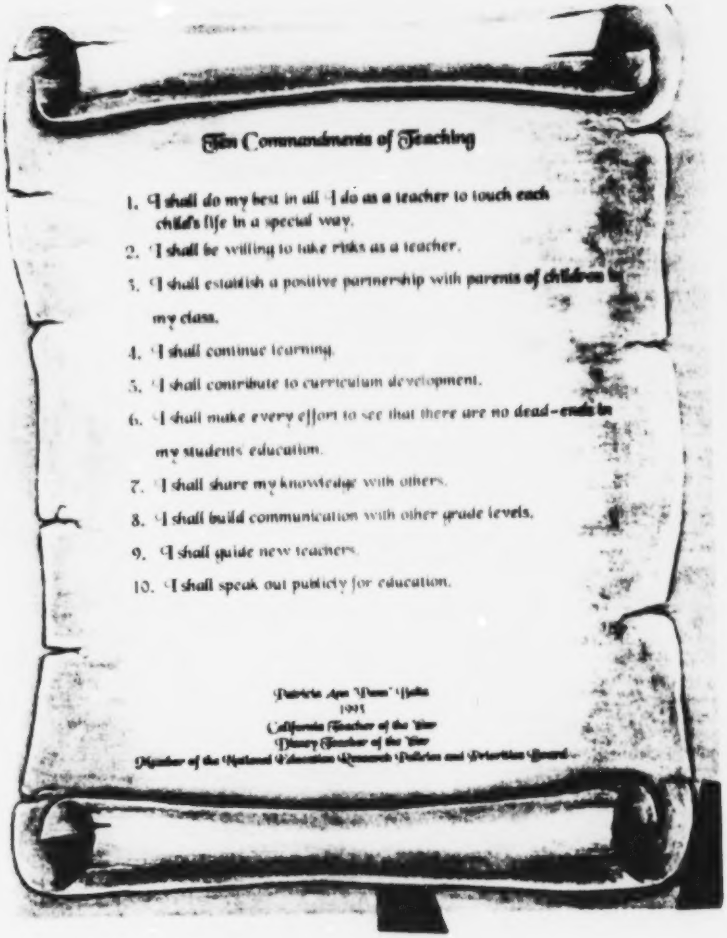

Ten Commandments of Teaching

1. I shall do my best in all I do as a teacher to touch each child's life in a special way.
2. I shall be willing to take risks as a teacher.
3. I shall establish a positive partnership with parents of children in my class.
4. I shall continue learning.
5. I shall contribute to curriculum development.
6. I shall make every effort to see that there are no dead-ends in my students education.
7. I shall share my knowledge with others.
8. I shall build communication with other grade levels.
9. I shall guide new teachers.
10. I shall speak out publicly for education.

Patricia Ann "Pam" [illegible]
1993
California Teacher of the Year
Disney Teacher of the Year
Member of the National Education Research Policies and Priorities Board

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Things Kids Want Congress to Know

1. Math should be taught to kids at their own ability level
2. We need more computers and books in the library.
3. Families should read more together and watch less t.v.
4. Congress should try to control what is shown on cable t.v.
5. We need more pride in our schools.
6. Schools need more money and more classrooms.
7. We need harder spelling words and more homework.
8. We need more educational field trips and opportunities.
9. Kids like learning that is fun and provides challenging hands on activities.
10. Teachers need more reliable equipment.
11. We need more time to spend learning on computers and using the internet.
12. Kids need more educational games and P.E. Equipment.

Tiffany

Tony

Nick C.

Anthony

Patrick

Miss Julie Chacey

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Statement of Hon. Marty Meehan of Massachusetts
Before the House Committee on Economic and Educational Opportunities
Subcommittee on Oversight and Investigations

December 5, 1995

Mr. Chairman, I want to thank you for the opportunity to testify on H.R. 609, the "Gay and Lesbian Youth Suicide Prevention Act." I appreciate the opportunity.

As you may know, suicide is one of the leading causes of death among gay and lesbian adolescents. According to the 1989 "Report of the Secretary's Task Force on Youth Suicide," gay and lesbian suicides account for one third of all youth suicides. Despite this evidence, previous Congresses have failed to take any action to stem this epidemic, disregarding the Department of Health and Human Services' landmark report.

Therefore, I have introduced legislation which would create a national commission no gay and lesbian youth suicide prevention within the Department of Health and Human Services. This commission will work to include homosexual youth within existing suicide prevention programs, make recommendations to curb suicide among homosexual youth, expand current research on youth suicide to include gay and lesbian youth, and amend existing youth suicide policies and programs to include gay and lesbian youth.

The cost of implementing this commission will be minimal. The commission will use resources already in place at the Department of Health and Human Services. Furthermore, the individuals appointed to the commission will serve on a volunteer basis.

H.R. 609 is not about singling out a special interest group. It is about including youth that have been overlooked, harassed, and continuously discriminated against. An identical panel to the one I propose to create with this bill has already been established in my home state of Massachusetts. The Massachusetts commission has succeeded in educating teachers and students about the harassment and discrimination that gay and lesbian youth often face.

Once again, I want to express my thanks for the opportunity to testify. Gay and lesbian youth suicide is a very serious problem that needs to be addressed. I look forward to working with members of the Committee in starting to help these kids.

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104TH CONGRESS
1ST SESSION

H. R. 609

To establish the National Commission on Gay and Lesbian Youth Suicide Prevention.

IN THE HOUSE OF REPRESENTATIVES

JANUARY 20, 1995

Mr. **MEEHAN** (for himself, Mr. **ACKERMAN**, Mr. **McDERMOTT**, Mr. **MILLER** of California, Mr. **FILNER**, Mrs. **MALONEY**, and Mr. **BROWN** of California) introduced the following bill; which was referred to the Committee on Commerce

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A BILL

To establish the National Commission on Gay and Lesbian Youth Suicide Prevention.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the "Gay and Lesbian Youth Suicide Prevention Act".

SEC. 2. ESTABLISHMENT.

There is established a commission to be known as the "National Commission on Gay and Lesbian Youth Suicide

Prevention" (in this Act referred to as the "Commission").

SEC. 3. DUTIES OF COMMISSION.

(a) IN GENERAL.—The Commission shall combat the epidemic of suicide among gay and lesbian youth, who account for 30 percent of completed youth suicides as reported by the United States Department of Health and Human Services in the 1989 "Report of the Secretary's TaskForce on Youth Suicide". The Commission shall advise the Department of Health and Human Services and other Federal and State youth service agencies concerning how to include the concerns of gay and lesbian youth within existing suicide prevention policies, programs, and research.

(b) GOALS OF COMMISSION.—The goals of the Commission shall be to—

(1) work to include the concerns of gay and lesbian youth within existing suicide prevention programs at the national and State level;

(2) develop and make specific recommendations to the Department of Health and Human Services and other relevant Federal and State agencies about how to stem the epidemic of gay and lesbian youth suicide;

(3) work to expand current research on youth suicide to include gay and lesbian youth; and

(4) work to amend existing youth suicide policies, guidelines, and programs to include gay and lesbian youth.

SEC. 4. MEMBERSHIP.

(a) NUMBER AND APPOINTMENT.—The Commission shall be composed of 30 members appointed by the Secretary of Health and Human Services. Members shall include, but not be limited to, professionals and experts in the field of youth suicide prevention.

(b) TERMS.—Each member of the Commission shall be appointed for the life of the Commission.

(c) BASIC PAY AND EXPENSES.—

(1) PAY.—Members shall serve without pay.

(2) EXPENSES.—Each member shall receive travel expenses, including per diem in lieu of subsistence, in accordance with sections 5702 and 5703 of title 5, United States Code.

(d) MEETINGS.—The Commission shall meet quarterly with the Secretary of Health and Human Services and advise various departments within the Department of Health and Human Services on an ongoing basis.

SEC. 5. REPORTS.

(a) Interim Reports.—The Commission shall submit an annual report to the Secretary of Health and Human Services. The Commission shall conduct regional public hearings around the United States to gather information from youths, family members, and professionals about the problem of gay youth suicide on an ongoing basis.

(b) Final Report.—The Commission shall transmit a final report to the Secretary of Health and Human Services. The final report shall contain a detailed statement of the findings and conclusions of the Commission.

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AMERICAN
PSYCHOLOGICAL
ASSOCIATION

TESTIMONY OF

THE AMERICAN PSYCHOLOGICAL ASSOCIATION

submitted to the

U.S. HOUSE OF REPRESENTATIVES
ECONOMIC AND EDUCATIONAL OPPORTUNITIES COMMITTEE
SUBCOMMITTEE ON OVERSIGHT AND INVESTIGATIONS

on the subject of

PARENTS, SCHOOLS AND VALUES

December 6, 1995

The Honorable Peter Hoekstra, Chairman

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The American Psychological Association (APA) is the largest scientific and professional organization representing professional psychology in the United States. APA's membership includes more than 132,000 researchers, educators, clinicians, consultants, and students. APA's mission is to advance psychology as a science, as a profession, and as a means of promoting human welfare. APA has a long history of involvement in social policy that affects children, youth, and families. Many of our members conduct research on topics of concern to this demographic group, including research on child development, treatment and prevention of child neglect and abuse, adolescent pregnancy prevention, and prevention of the spread of HIV/AIDS.

The APA therefore seeks to ensure that the health and mental health needs of children and youth are met. The present hearings offer an opportunity to examine the roles of parents, schools, and communities, as well as that of the federal government, in addressing these needs.

Much of the impetus for these hearings arises from parents' concerns regarding the presentation of sexuality and health education information in schools, including information on human sexuality and sexual orientation/identity. Many parents believe that aspects of this information runs counter to the values that they wish to impart to their children, and/or are concerned that federal funds are used to develop and implement these programs. These concerns are fueled by the belief that no government entity or school possesses a greater responsibility to teach children than parents.

It is our belief, however, that age-appropriate health and sexuality education is a justified and critical aspect of schools. This information not only promotes sound mental and physical health among children (conditions that are critical to ensure that students are ready to learn), it also serves to protect children from the tremendous risks to health and well-being that they may face (e.g., child abuse, adolescent pregnancy, HIV/AIDS and other sexually transmitted diseases, etc.).

In addition, it is our belief that the content and tone of such programs are best determined through the collaborative efforts of parents, teachers, school administrators, and community leaders, informed by scientifically valid psychological and medical information. In this manner, effective health and sexuality education programs can be developed that strike an appropriate balance between parental authority and children's health and mental health needs. Further federal intervention in this process is unwarranted and unwise; rather, the federal government would more appropriately support research conducted to determine whether school-based health and mental health programs serve to meet children's needs.

The risks faced by children and adolescents today are multiple and pervasive. While many school-based programs address a wide range of such risks (e.g., substance abuse, child abuse and neglect, violence, etc.), this testimony will focus on school programs to address risks associated with sexual behavior, in accordance with the focus of these hearings.

Developmental Issues and Risks Among Adolescents

Adolescents face numerous developmental changes and challenges during their transition into adulthood. Biological changes associated with puberty bring new feelings of sexual arousal and the desire to engage in sexual behavior. Psychosocial changes are accompanied by a decrease in psychological dependence on parents and an increase in reliance upon friendships with peers. Together these biological and psychosocial changes present adolescents with the challenge of negotiating new and conflicting demands and pressures. Pressures to initiate "adult" behaviors (and coincidentally, behaviors with potential life-long consequences) therefore become pronounced during adolescence.

These behaviors, however, can have more serious consequences in an age of AIDS and other sexually transmitted diseases. Sixty percent of never-married youths in the National Center for Health Statistics survey had already engaged in sexual intercourse. This number varies considerably as a function of age: approximately thirty percent of 14 and 15 year-olds had engaged in sexual activity, with the percentage increasing to 80 among young adults aged 18 to 21. More than one-fourth of sexually active youths failed to use a reliable method of contraception the last time they had intercourse and only about half of all sexually experienced youths or their partners used condoms the last time they had sex (National Center for Health Statistics, as cited in Russell, 1995).

This sexual activity increases risk for:

Nonmarital pregnancy. Every year 1 million adolescent women in this country become pregnant, with over 80% of these pregnancies unintended. Although the overall teenage pregnancy rate has increased, pregnancy rates among sexually experienced teenagers (15-19-year-olds) have declined in the last two decades. The trend is encouraging as it indicates that sexually experienced adolescents are using contraceptives more effectively than did their counterparts in the past (Alan Guttmacher Institute, 1994).

Sexually transmitted disease. Three million teenagers acquire a sexually transmitted disease every year, accounting for 25% of the 12 million new sexually transmitted infections annually in the United States. Each year about one quarter of all sexually experienced adolescents become infected with a sexually-transmitted disease. One in every five AIDS cases are diagnosed in people in their 20s, most of whom contracted the HIV virus during adolescence. When considering the transmission of sexually-transmitted diseases and HIV, it is important to note that more than 40 percent of the youths surveyed by the National Center for Health Statistics (Russell, 1995) reported having more than one sexual partner, and among those aged 18-21, more than 60 percent had more than one partner (Alan Guttmacher Institute, 1994). Therefore, not only are many adolescents placing themselves at risk by engaging in sexual behaviors, they are also placing others at risk by exposing these partners to sexually-transmitted diseases and/or HIV infection that the former may be carrying.

Importance of Comprehensive School Health Programs

It is clear that many adolescents engage in behaviors that are detrimental to their physical and mental health, and that adolescents need to be taught skills to reduce or stop these behaviors. In addition, as many educators have argued, it is clear that physical and mental health problems inhibit a child's ability to learn (Carnegie Council on Adolescent Development, 1995; Chervin & Northrop, 1994; Talley, Short, and Kolbe, 1995). Students who suffer from depression or other mental or physical health problems, or who attend school under the influence of drugs or alcohol benefit less from teachers' efforts to educate them (Talley et al., 1995). Students who are depressed or distracted by health problems or other concerns such as increasing violence, unprotected sexual activity, and substance abuse have higher rates of absenteeism, school failure, and premature drop-out (Chervin & Northrop, 1994).

Fortunately, given the appropriate knowledge and skills, adolescents can learn to foster their own physical and mental health and prevent illness due to risky behaviors (e.g., Kolbe, 1993). In turn, this good health will facilitate better learning (Carnegie Council on Adolescent Development, 1995). For these reasons, comprehensive health education for adolescents should be an integral component of their school education. In turn, because many risks involve sexual experimentation, sexuality education should be a vital component of such comprehensive health education.

Prominent among the concerns of adolescents are thoughts and feelings related to their own developing sexual identities. In the absence of accurate knowledge and information about sexual reproduction and varying sexual orientations, these thoughts and feelings can lead adolescents to engage in risky behaviors -- from unsafe sexual activities that can lead to pregnancy and/or infection from sexually-transmitted diseases and HIV, to substance abuse, and even suicide. These risk behaviors can be pronounced among gay and lesbian youth as a means to cope with sexual feelings thought to be "unacceptable" to parents, and with isolation, discrimination, and harassment experienced in schools.

All adolescents -- regardless of sexual orientation -- should have access to accurate information about sexual activity and sexuality. Providing answers to adolescents' questions on sexual activity and sexuality can save their lives. To deny this information, or to deny access to services (e.g. school counselors, sexuality education programs, etc.) that provide youth with skills to reduce risk, is irresponsible and potentially dangerous, as this would drastically increase the physical and mental health risks that adolescents face.

Some have argued that public schools are not the domain in which adolescents and pre-adolescents should learn about sexuality, contraception, and the prevention of sexually-transmitted disease. However, most parents overwhelmingly support school-based sexuality education. According to two recent surveys, between eighty and ninety percent of parents in the U.S. want sexuality education to be taught in schools; ninety percent want AIDS education taught to their children (American College of Obstetrics and Gynecology, 1985; Debra & DeMauro, 1990, as cited in Brown & Eisenberg, 1995). The majority of those surveyed want such education programs to begin in elementary school, or at least before the beginning of high school. Moreover, when given the option of excusing their children from sexuality education programs, fewer than five percent of parents do so (Haffner, 1994, as cited in Brown & Eisenberg, 1995).

In addition, research indicates that many parents have difficulty talking with their children about sexual activity. Parents who do speak with their children about sexual activity may do so late in their child's adolescence, at a time when their children have already engaged in sexual intercourse or have begun experimenting with behaviors that could endanger their health (Alan Guttmacher Institute, 1994).

For example, among fifteen year-old women, 15% indicate that neither parent has explained to them how pregnancy occurs, and half of these women indicate that neither parent has talked with them about how to prevent pregnancy or sexually-transmitted disease (Alan Guttmacher Institute, 1994). Communication between parents and their adolescents sons is even more lacking (Alan Guttmacher Institute, 1994). Those parents who do talk with their children may fail to give accurate information, or describe the information in ways that are unclear or misleading. Such practices place children at increased risk for unintended pregnancies, higher rates of sexually-transmitted disease, and increased psychological and physical dysfunction.

School-based sexuality education programs can and do work to prevent adolescents from engaging in sexual activity, or to improve their rates of contraception if they do engage in sexual activity. The programs that are most effective at preventing pregnancy and the transmission of sexually-transmitted disease are those that employ a multifaceted approach to sexuality education. Such courses teach the basic biological mechanisms of conception, the importance of abstinence in providing 100% protection against pregnancy and sexually-transmitted diseases, the how-to's of using contraception, and the communication skills necessary to enable adolescents to say no to their partner or to discuss practical issues of contraception (Brown & Eisenberg, 1995).

There has been no evidence from evaluations of sexuality education programs that such programs lead to the early initiation of sexual activity, to increased sexual activity, or to experimentation with homosexuality or bisexuality (Alan Guttmacher Institute, 1994). Although abstinence-only programs are seen by some as a means to guarantee that adolescents do not initiate or increase sexual activity as a result of learning about contraception, abstinence-only programs have shown no evidence of effectively postponing or decreasing sexual activity. Moreover, adolescents who participate in abstinence-only programs may be at even greater risk for pregnancy, STDs and HIV infection once they commence sexual activity -- precisely because they are not taught information to reduce these risks in the abstinence-only programs (Brown & Eisenberg, 1995).

Is Current Federal Law Sufficient to Protect the Interests of Parents and Children?

Clearly, children and adolescents face risks that in many instances are more pervasive and lethal than those faced by children a generation or more ago. Schools can help to reduce these risks, but must do so responsibly. Part of this responsibility involves improving communication between schools and parents, ensuring that parents can provide input into school curricula, and allowing parents choices in determining what their children will learn.

One means by which state and local officials have addressed these issues is by legislating protections for parental rights. According to a recent review of the legal and political status of sexuality education in U.S. schools, parents maintain the right to determine what their children will learn about human sexuality in a majority of states. Thirty-three states that offer sexuality and/or HIV/STD education require their local school boards to grant parents permission to excuse their children from participating in sexuality education should they feel the courses would compromise the values they wish to teach their children. Additionally, twenty-one states require parental review of all instructional materials used for the purposes of sexuality and/or STD/HIV education. Two states encourage parental involvement in the development of appropriate educational materials rather than simply granting access to the materials for review.

In addition, current federal law restricts the use of federal funds to support sexuality education programs. As established by the passage of the 1994 Elementary and Secondary Education Act (ESEA), no federal funds may be used to support sexuality education or HIV prevention programs unless the health benefits of abstinence are included in program curricula. The Act also prohibits the use of federal funds in the operation of condom distribution programs, in the development or distribution of material that promotes or encourages sexual activity of any kind, or in the distribution of legally obscene material. In addition, ESEA stipulates that the federal government may not interfere with the activities or instructional content of state and local educational agencies. Perhaps most importantly, ESEA does not prohibit the distribution of scientifically or medically accurate material, nor does it require the distribution of scientifically or medically false or inaccurate information.

Taken together, it is clear that Congress intended for the content of school sexuality education programs to be determined by those most invested in healthy outcomes for children -- parents, teachers, school administrators, local educational agencies and officials, and community leaders. Further, Congress signalled its interest in having this process be driven by the availability of scientifically valid information on adolescents' sexual behavior, risks faced by sexually active teens, and the types of school programs that are most effective in reducing these risks.

What Should the Federal Role be With Respect to Parents, Schools, and Values?

It is consistent with the national interest that our children are taught accurate information with regard to health and sexuality, and are not denied information and services that could save

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their lives or preserve their health. Therefore, the federal government can and should form partnerships with local communities to assist in the development of school-based programs for adolescents and pre-adolescents to teach about the risks associated with sexual activity and other risk behaviors, and means in which these risks can be prevented.

Ideally, the role of the federal government can be that of a compiler of national information on sexuality statistics, sexuality education programs, effective means to convey necessary health information, and effective means to promote health behaviors. When provided with this information, parents, teachers, school officials, and others can appropriately decide the manner in which they will teach their children about health and sexuality. Participants in this process, however, must accept this responsibility seriously -- risks to the physical, psychological, and sexual health of children are great, and can only be attenuated through the use of accurate and scientifically sound information, presented in an age-appropriate manner.

In conclusion, it is clear that health and mental health risks for today's children and adolescents are great. Ideally, our youth would avoid these risks. Adolescence, however, is marked by experimentation as a means of learning about oneself and learning to be an adult. Wherever possible, parents should alert their children to risks and provide an appropriate structure and boundaries for the transition to adulthood. Schools, however, share in some of this responsibility, both because health and sexuality information is germane to the educational mission of schools, and because of the difficulties that parents experience in fully addressing these issues. In order for schools to function best in this capacity, however, they must form partnerships with parents, community and religious leaders, health and mental health professionals, and others concerned with child education and development. The federal government holds an important role in providing to parents and schools the most up-to-date, accurate, and scientifically sound information on means to reduce risks among adolescents.

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ISBN 0-16-052843-7

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